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ABSTRACT

The Exemplary Rehabilitation Certificate (ERC) program of the Department of Labor was established to provide special help at public employment offices to ex-servicemen with other than honorable discharge. If such an ex-serviceman can establish good conduct for three years prior to application, he may obtain an ERC which is supposed to entitle the holder to special counseling and job assistance. The certificate may also be shown to employers to document good conduct. This study was undertaken to examine and analyze the actual benefits that ERC holders have received in getting jobs. All 700 ERC holders and a sample of those who inquired about the certificate were surveyed by mail and a few interviews were conducted with employers, program and service personnel, and ex-servicemen. It was found that holders of the ERC have obtained few benefits in seeking and retaining employment. The ERC apparently brings no special job counseling or placement assistance, and holders are frequently reluctant to show it to employers. Only 11 percent of ERC holders reported that the certificate helped them to get jobs. It was concluded that a man visiting an employment office with an ERC will obtain exactly the same help he would obtain without it. (MF)

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Final Report

Employment Assistance to Ex-Servicemen With Other Than Honorable Discharges: A Study of the Department of Labor's Exemplary Rehabilitation Certificate Program

Volume I. Report of the Study

Volume II. Verbatim Comments, Data Collection Instruments, and Related Materials

November 1972

Prepared for

U.S. Department of Labor
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Final Report

Employment Assistance to Ex-Servicemen With Other Than Honorable Discharges: A Study of the Department of Labor's Exemplary Rehabilitation Certificate Program

Volume I. Report of the Study

by

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16. Abstracts
Public Law 89-690 (1966) specifies that ex-servicemen with other than honorable discharges may document post-service good conduct and obtain an Exemplary Rehabilitation Certificate entitling them to special job help at public employment offices. The employment benefits of the Department of Labor's ERC program were studied. All 700 ERC holders and a sample of those who inquired about the ERC, but did not apply, were surveyed by mail. A few interviews concerning the ERC were also conducted with employers, program administrators, employment service personnel, men recently discharged with a general or other than honorable discharge, and representatives of organizations assisting veterans. The conclusions were that holders of the ERC have obtained few benefits in seeking and retaining employment. The ERC apparently brings no special job counseling, and holders are frequently reluctant to show it to employers. The program is generally unknown to employers and to employment service personnel. Applying for an ERC can subject the ex-serviceman to embarrassment, and may even damage his reputation in his community. Ex-servicemen often misinterpret the objective of the ERC and apply hoping that it will assist in discharge change rather than for job aid. Only 11% of ERC holders reported that the certificate has helped them to get a job.

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FOREWORD

This report describes a study of the Department of Labor's Exemplary Rehabilitation Certificate program. The study was performed during the period April 15-October 15, 1972 under a grant from the Department of Labor to the Human Resources Research Organization (HumRRO). The objectives of the study were to examine the employment benefits holders of ERCs have actually received, and to analyze the operation of the program.

The data collection involved a mail survey of all ERC holders; a mail survey of a sample of those who inquired about the ERC, but did not apply; interviews with ERC holders and inquirers, employers, businessmen, representatives of the American Red Cross and veterans organizations, and ERC program administrators; and a study of the records of the ERC program. Volume I of this report describes the study; Volume II contains the data collection instruments, verbatim comments, and related materials.

The assistance and cooperation of the Department of Labor was instrumental in the performance of this research. We are especially indebted to the project monitor, Mr. Robert E. Manifold, Chief of the Special Employment Problems and Operations Programming Staff, and to his assistant, Ms. Helen Thompson, for their support throughout the project.

The field interviews, with recently discharged men, and the telephone interviews, with ERC holders, that were performed by our subcontractor, Chilton Research Services, were an indispensable part of the research effort; our special thanks to Mr. Edward Crow, Chilton's Director of Economic Studies, for his work as supervisor of their portion of the study.

We wish to acknowledge the valuable assistance of the National Alliance of Businessmen (NAB); personnel in several cities facilitated our contacts with employers and gave their critiques of the ERC program.

Above all, we owe a debt of gratitude to the many people who responded to our questionnaires, and to those who were kind enough to grant us personal interviews. Their comments and opinions form the core around which this report was written.

The research was performed by HumRRO Division No. 7 (Social Science), Alexandria, Virginia, Dr. Arthur J. Hoehn, Director. Dr. Thurlow R. Wilson served as Principal Investigator. Mr. Robert M. Madsen and Mr. John A. Richards were the principal staff members, with Ms. Sharon Newburg-Rinn and Ms. Susan Robinson providing research assistance during portions of the study.

The research was conducted under Grant No. 92-51-72-15, from the Manpower Administration, U.S. Department of Labor.

Meredith P. Crawford
President
Human Resources Research Organization

SUMMARY AND CONCLUSIONS

BACKGROUND

The Exemplary Rehabilitation Certificate (ERC) program of the U.S. Department of Labor was established by public law in 1966. This program permits ex-servicemen who have received a general, undesirable, bad conduct, or dishonorable discharge to be issued an ERC if they can establish good conduct for the three years prior to application. The applicant must have been out of the military service for at least three years, and he must obtain character references and statements from employers. A check is made with local police and FBI for any record of arrests and convictions. While the ERC does not change the character of the military discharge, it is intended to entitle the holder to special counseling and job development assistance at public employment offices, and the certificate can be shown to employers to document good conduct. No benefits are given the holder of the ERC unless he would be entitled to those benefits under his original discharge. At the time of this writing, about 700 certificates had been issued.

RESEARCH OBJECTIVE

The major objective of the investigation was to examine and analyze the actual benefits that ERC holders have received in seeking or retaining employment.

APPROACH

Information was obtained from several sources:

(1) Certificate holders. All holders of the certificate were surveyed by mail to determine how they have used the certificate and what the consequences were. From the files of applications for ERC, information was tabulated to describe the holder population. Depth interviews were conducted with a few holders.

(2) ERC inquirers. A sample of 2,000 of those who requested ERC application forms were surveyed by mail to find out why they did not apply. Depth interviews were held with a few inquirers.

(3) Recently discharged servicemen. Personal interviews were conducted with 21 men who had been recently discharged from the Army with other than an honorable discharge. The interview elicited the reactions of the ex-servicemen to the ERC program as prospective applicants.

(4) SES personnel. Staff members of six public employment offices which ERC holders reported visiting were interviewed to learn what happened when the man showed his certificate in their office. The SES staff commented on the ERC program.

(5) Employers. Interviews were conducted with 17 employers of men holding the ERC to determine how the certificate entered into the hiring decision. The reactions of 18 other employers to the certificate were obtained. Discussions were held with the staffs of the National Alliance of Businessmen in five cities.

(6) Representatives of organizations assisting veterans. Individuals from national organizations, which agreed to assist ERC applicants as well as representatives from three other veterans assistance organizations, were interviewed to learn what role these organizations have played in the ERC program and to get their evaluations of the ERC program.

(7) ERC program administrators and ERC files. The processing of ERC applications and requests for information was studied by means of interviews with ERC program staff members and analysis of ERC files.

SUMMARY OF RESULTS FOR EACH SUBSTUDY

1. Survey of Certificate Holders and Tabulations From ERC Applicant Files

The typical ERC holder served in the Armed Forces during World War II or the Korean war and left the service with an undesirable discharge. He is in his 30's or 40's, White, and has no education beyond high school. He was probably married and employed (most likely as a blue collar worker) when he applied for the ERC.

Many certificate holders read about the ERC in a newspaper or magazine, and applied in the hope of using the certificate to aid in having their discharge changed. Most received some assistance in completing the required forms, many from a friend or relative. Holders usually had no complaints about the application requirements. However, the majority felt that the benefits should be expanded to include changing the military discharge. ERC holders frequently commented that the ERC program needs to be publicized more extensively.

After receiving the certificate, many holders did not use it either at the state employment office or during job interviews; in fact, over a third of the ERC holders surveyed had never made *any* use of the certificate. One holder in nine reports that the ERC actually helped in getting a job.

2. Survey of ERC Inquirers

The chief reasons for not completing the application were the individual's discovery that the ERC will not change his military discharge and his unwillingness to bring up the fact of his "bad" discharge in obtaining statements from employers and people who know him.

3. Personal Interviews With Recently Discharged Servicemen

The typical person interviewed was a 22-year-old unemployed man. All 21 interviewed had been discharged with a general or other than honorable discharge. When they learned that an ERC would not affect their military discharge, most expressed doubts about the help it would provide. Nevertheless, the majority said that they probably or definitely would apply for an ERC because it might help them get a job. After the respondents had read and discussed all the information on the ERC program, they were given a multiple-choice test. The results of these tests indicated that most of them knew what the ERC was supposed to do for them, but that they did not have an accurate grasp of the application procedures and regulations.

4. Interviews With State Employment Service Personnel

The following three major findings emerged from the interviews with SES personnel in six offices: (a) SES personnel other than the Veterans Representatives were generally uninformed about the ERC program and marginally equipped to answer a bona fide question about it; (b) SES personnel receive few inquiries about the ERC and make little effort to educate the public about the ERC program; (c) the services that SES personnel give ERC holders are essentially the same services the ERC holders would receive if they didn't have a certificate.

Finally, although there was disagreement among different SES office personnel about the employment problem of men with other than honorable discharges and the possible offsetting effect of an ERC, there was unanimous agreement among those interviewed that if the ERC program is to function as originally intended it must be publicized and supported heavily throughout the SES system.

5. Interviews With Employers

In only one case (of a possible 11) did the employer of an ERC holder state that the ERC was a decisive factor in hiring the individual. In seven cases, the employer found the ERC important enough to make a notation in the individual's personnel file or remember the certificate. These employers, however, were usually uncertain what to think of the ERC even though their employees had shown it to them.

Most of the 18 other employers (not employers of ERC holders) said that the ERC would make no difference or would hurt a man's chances of employment; none had ever heard of the ERC program before.

In wide-open discussions, staff members of the National Alliance of Businessmen raised questions about the need for the ERC, the beneficial effects it supposedly has, and the manner in which one qualifies to receive it. In addition to the negative comments, however, the interviews gave several interesting possibilities as to how the certificate program might be altered to achieve more results if the certificate is to be kept and have an impact on the business community.

All three categories of businessmen interviewed were in agreement on the need for more publicity on the ERC program.

6. Study of Organization Support for the ERC

From interviews conducted with three organizations officially committed to assisting ERC applicants, it was apparent that they have had little experience with the ERC program since few people have come to them for help with the ERC. Furthermore, the supporting organizations are modestly equipped to handle inquiries from people seeking information about the ERC. It appears that the primary concern of these organizations is to help someone change the discharge and get Veterans Benefits. If these efforts fail, then, possibly, the ERC is brought up.

Visits with three other veterans assistance organizations showed that they have had no experience with the ERC program. They generally held that a potential applicant needs immediate help and that the ERC cannot give this individual more after three years than it can give him at the first because the references needed for the certificate are also required by most employers. The certificate becomes, therefore, an unnecessary middle step that some officials feel could even prove disadvantageous.

Recommendations from all organizations studied ask for publicity if the program is to operate at all. While the organizations assisting ERC applicants offer increased participation in helping the man, the other organizations center on some changes in the application procedure that might aid the applicant.

7. Study of ERC Program Administration

About 700 certificates have been issued by the Department of Labor during the six years in which the program has been operating. In the last three years, about 70 certificates have been issued per year. In order to process applications and respond to information requests, half the time of a clerk and half the time of a professional are required. Of those who are eligible by law to apply for the program and who do submit complete applications, only about 3% have been denied ERCs—chiefly for major convictions or mental illness. The program is publicized by sending information on the ERC program to agencies and individuals requesting it.

CONCLUSIONS

Holders of Exemplary Rehabilitation Certificates have obtained few benefits in seeking and retaining employment. Only 11% report that the certificate has helped them to get jobs.

Several factors explain the small number of holders receiving employment help with their certificate. Many holders have never had occasion to apply for a job since obtaining the certificate. Of those who have sought work, many have avoided using the certificate. Those who do show the certificate will probably find that employers and employment service personnel do not understand the certificate and that after seeing the certificate employers tend to become concerned with what created a need for rehabilitation.

We found no evidence that the certificate does in fact entitle the holder to "special job counseling" and "special job placement assistance" at public employment offices as stated in Public Law 89-360. From visits to six employment offices and from other sources, we concluded that a man visiting an employment office with an ERC will obtain exactly the same job help he would obtain without the ERC.

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Employment Assistance to Ex-Servicemen With Other Than Honorable Discharges: A Study of the Department of Labor's Exemplary Rehabilitation Certificate Program

Chapter 1

INTRODUCTION

The employment impact of the Exemplary Rehabilitation Certificate (ERC) program of the U.S. Department of Labor has been studied by the Human Resources Research Organization in a six-month project.

The ERC program permits ex-servicemen who have received other than honorable discharges or a general discharge[1] to be issued an Exemplary Rehabilitation Certificate if they can establish good conduct for three years after leaving military service. The certificate is intended to entitle the holder to special assistance from public employment offices, and it can be shown to employers to document good conduct.

The prime objective of the HumRRO study was to examine the actual benefits holders of ERCs have received in seeking or retaining employment. The major sources of information for this report are mail surveys with ERC holders and with those who were sent ERC applications, but did not complete them, as well as the ERC program files. In order to obtain some further indication of the operation and impact of the ERC program, a few interviews were conducted with employers of ERC holders, other employers, employment service personnel in State Employment Service offices that ERC holders reported visiting, representatives of organizations assisting veterans, men recently discharged with a general or other than honorable discharge, and ERC program administrators. (See Appendix A for Public Law 89-690, Awarding Exemplary Rehabilitation Certificates.)

EXEMPLARY REHABILITATION CERTIFICATES FOR EX-SERVICEMEN

Established in 1966 by Public Law 89-690, the Exemplary Rehabilitation Certificate (ERC) program permits an ex-serviceman who has received an other than honorable discharge or a general discharge to be issued an ERC if he can establish good conduct for the previous three years. The applicant must have been out of military service for at least three years; he must obtain character references and statements from employers; and he is checked with local police and the FBI for arrests and convictions. As of this writing, about 700 certificates have been issued.

While the ERC does not change the character of the man's military discharge, the holder is entitled to special counseling and job development assistance at public employment offices and he can show the certificate to employers to document good conduct. No veteran's benefits are given to the holder of the ERC unless he would be entitled to those benefits under his original discharge.

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[1] **A general discharge is issued under honorable conditions, see also page 6.**

NEED FOR AN EXEMPLARY REHABILITATION CERTIFICATE

The need for the ERC was described in hearings before the House Special Subcommittee on Discharge and Dismissals.[1] Ray H. McVicker, Representative from Colorado, testified as follows:

> "A questionable detachment from our armed services represents a black cloud which hangs over a man for the rest of his life. He carries a stigma wherever he goes. People in his community turn their backs upon him as soon as they find out about that discharge. Employers will not trust him. Our Federal Government will not help him, while it gladly and gratefully aids other veterans. Even his wife and children know there is shame in his past. Some men successfully hide their past from others, yet they know within themselves that their record is not something to take pride in.
>
> "This is the plight of a half-million men and women in our country. How tragic that a man cannot rid himself of this blot, regardless of how admirable a life he leads. I am not saying dishonorable discharges are handed out unjustly or indiscriminately. But many times offenders are young and immature men, who are sorry soon after the offense. Other youths in civilian life or at college are forgiven deeds which are less rapidly forgiven in a soldier. No, injustice is not the point, though we all know unjust decisions occur in military courts as well as in civilian.
>
> "My point is that a rehabilitated person deserves an opportunity to clear his record of old stains. A man who has owned up to his past mistakes and overcomes his weaknesses, deserves a chance to erase this last enduring obstacle to advancement. An exemplary rehabilitation certificate holds out this hope."

The effect of other than honorable discharges on employers was described by Frank H. Cassell, Director of U.S. Employment Service in the following statement:

> "It is a frequent practice of employers to ask an applicant for a job if he has served in the armed services and the nature of his discharge. It is also frequent practice—too frequent I think—to reject an individual if he must answer that he received a discharge from the armed services that is less than honorable. Often the prospective employer lacks the time or interest to search further, to determine the reasons for the discharge and what ameliorating factors should govern his decision.
>
> "Too seldom does an employer ask what prompted the discharge—whether it was an undesirable discharge, a bad conduct discharge or dishonorable discharge or, more important, what the individual's post-discharge record has been.
>
> "It has been my personal experience to note that once a less than honorable discharge appears, the employer doesn't make the next telephone call to find out whether the man has done well after being discharged. There is a tendency to look at this card on this record and say 'That is it, and drop it there.
>
> "I think it is terribly important that this particular bill does make it possible for an individual to cause the employer to take that additional look that he should take.
>
> "I think this approach of the bill H.R. 15053 would help correct this situation. It would provide the individual an opportunity, in a clear and understandable manner, to clarify for an employer his character as a prospective employee."

Fred W. Shields, Attorney at Law, made the following comment in a letter to the Committee:

> "As you know, I have been handling military and naval matters for more than 30 years and in my practice I am constantly confronted with the effect that other than honorable discharges have had upon the lives of individuals who have been given those discharges. I do not mean to say that the services were necessarily wrong in giving other than honorable discharges to many of those individuals. However, the fact remains that in many of the cases the discharges

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[1] House Committee on Armed Services, 26 July 1966.

> have been issued to persons who were not guilty of offenses involving moral turpitude. More important is the fact that in many, many instances the discharges have been given to individuals whose cases would in civil life have been handled by a juvenile court. That is to say, that had they been involved in the same type of difficulty in civil life there would have been no record of arrest or conviction on their records."

LEGISLATIVE HISTORY OF THE ERC

Starting in 1957, legislation was introduced by Congressman Doyle to have a certificate issued by the Department of Defense. Several bills passed the House, but were not considered by the Senate. "The main obstacle to these bills was the Department of Defense position that it was not able to judge whether a person who had left the service had indeed led a life that was exemplary after that separation.[1] Since the primary assistance which would be given to these men by the award of a certificate of rehabilitation would be in the field of job counseling, the task of examining the applications for a certificate has now been moved over to the Department of Labor."

One version of the bill stated that the Secretary of Labor would accord the holder of the ERC "the same privileges and benefits accorded to veterans under chapter 41 of title 38." This provision drew objections from veterans organizations. A statement from H.E. Stringer, Director of the American Legion, read in part:

> "The American Legion believes that it would be a mistake to create a special class of rehabilitated, dishonorably discharged individuals and place them in the same category of those who served their country honorably in time of war. Employers have historically had a favorable image of war veterans as employees. Studies have shown that war veterans are better educated than non-veterans, due in part to their service and to the educational provisions of the 'G.I. Bill.' War veterans generally have established excellent records for high productivity and good work habits. They represent prime job applicants in a tight labor market. With this background we believe it would be more advantageous to dishonorably discharged individuals if they were registered as non-veterans in the local public employment offices where they could be provided special and intensive counselling and individual job development. The United States Employment Service and its affiliated State and local employment offices, we believe, can easily render such service, along with their other special programs for disadvantaged and rehabilitated individuals."

C.L. Huber on behalf of the Disabled American Veterans stated:

> "The DAV recognizes and favors the basic concept of this bill. We cannot, however, support the provisions of Section 1575, which would confer to the dishonorably discharged the same employment benefits which the Congress has, by law, reserved for the honorably discharged veteran.
>
> "We object to the specialized services of the Veterans Employment Representatives being extended to the dishonorably discharged and feel that to do so would place them in direct competition with the veteran who rendered honorable service to his country in time of war.
>
> "We suggest, therefore, that HR 15053 be amended to provide that persons who have been issued an Exemplary Rehabilitation Certificate be accorded the same job counseling and placement services that are accorded to any other citizen at all United States Employment Service Offices throughout the country."

The version of the bill that was voted into law states that the certificate will allow the holder "to receive special counseling and job development assistance in the national system of public employment offices." The legislation was modified to meet the objections of the veterans' organizations.

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[1] Hearing of the Special Subcommittee on Discharges and Dismissals, House Committee on Armed Services, July 26, 1966.

The following comments by members of the House Committee on Armed Services[1] give evaluations of the final ERC bill and its legislative history:

> "The CHAIRMAN [Mr. Rivers]. It is a much more modest bill. And it gives some consideration to a man's having been rehabilitated over the intervening years after his dismissal, and I think it is a step in the right direction."
>
> — — —
>
> "Mr. HARDY. Mr. Chairman, I think it is probably a step in the right direction, but it does not go far enough. This only provides, apparently, for counseling and that sort of business and gives them a rehabilitation certificate.
>
> "But I think there are a great many cases in which rehabilitation has been so completed that actually there ought to be something a little more effective than this business of providing for counseling by the Department of Labor.
>
> "Mr. BENNETT. Mr. Chairman, we are trying to do what we can do with the consensus. This has been approved by the leading veterans' organizations, the American Legion and the VFW and others, and they came in with suggestions that they felt that the previous legislation might be downgrading of the impact—the necessary impact of various types of discharges.
>
> "Of course, we must bear in mind if a man has really had a mistake made in some way in his previous discharge he can come in and separate and apart from this legislation entirely change the discharge to show that it should not have been what it was before;
>
> "This bill as it now stands is something we should be able to pass to the Senate. We passed a broader type bill through the House several times and it hasn't passed the Senate. It is my hope this will pass the Senate, because it will do some good."
>
> "Mr. HARDY. That, Mr. Chairman, it seems to me is the only justification here. I thought it was a good bill. We passed it several times . . . and frankly, I would much prefer to have seen us gone that course. If we can't, perhaps this is the only thing we can do. But I don't think it goes far enough."
>
> "Mr. BENNETT. . . . the Senate would have a much easier chance in defending this bill this year than any other because we got a lot of mail in from people in the Armed Forces and from veterans very antagonistic to the idea of the Doyle bill.
>
> "Now I introduced the Doyle bill too with Mr. Boyle, and I favor the broader approach. But frankly, to pass anything in this session of the Congress in this field, I think it would have to be limited to this, because this does have a consensus and it will do some good. It certainly does not go further than it should.
>
> "The only question about it is does it go far enough, and it does do good and anything else we pass is not going to become law.
>
> — — —
>
> "Mr. BRAY. Mr. Chairman, I agree with the chairman and Mr. Bennett. I was also on the Doyle committee, and I frankly thought the bill that we sent to the Senate, the Doyle bill, didn't go as far as I would have liked to have seen it. I personally would like to see a method of reviewing especially—that is, a more easy method of reviewing these especially administrative discharges. And I even proposed that we consider having the Court for Military Justice to review them. But we fail to get any Senate action, even consideration, on the Doyle bill, as Mr. Bennett says.
>
> "This bill is very watered down, but I frankly think it is the best bill we could get through the Senate at this time. And if we get it through, it is certainly better than we have ever been able to do before."

REQUIREMENTS FOR OBTAINING AN ERC

To establish good conduct for three years after leaving military service, the applicant for an ERC is required to do the following:

> "(a) Submit the prescribed form to his present employer, if employed, to be completed with regard to the applicant's general reputation and employment record, notarized or witnessed and returned by the applicant;

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[1] House Committee on Armed Services, 9 August 1966.

> "(b) List the names and addresses of all prior employers for at least 3 years preceding the date of application;
>
> "(c) Submit on a prescribed form a set of fingerprints to be used for positive identification purposes;
>
> "(d) List all prior addresses for the preceding 3 years, in order that certified statements from chief law enforcement officials of towns, cities, or counties in which the applicant has resided may be received attesting to his general reputation, so far as police and court records are concerned;
>
> "(e) Provide notarized or witnessed statements from not less than 5 persons, other than relatives, attesting that they have personally known him for at least the 3 years preceding the date of application as a person of good reputation and exemplary conduct, and the extent of personal contact they have had with him." (Federal Register, Doc 67-5343 Filed May 12, 1967, Regulations Concerning Exemplary Rehabilitation Certificates)

A copy of the ERC application forms will be found in Appendix B.

ORGANIZATIONS ASSISTING ERC APPLICANTS

Several national organizations agreed to assist applicants for the certificate in completing applications and getting statements. The organizations agreed that, if necessary, they would represent the applicant in dealings with the Department of Labor concerning the certificate. These organizations are listed in the Department of Labor information sheet for ERC applicants. They are as follows:

American Red Cross
American Veterans of World War II and Korea
Catholic War Veterans
Disabled American Veterans
Jewish War Veterans of the USA
Veterans of Foreign Wars

The U.S. Veterans Administration and the American Legion were approached, but declined to be listed as helping organizations for applicants.

MILITARY DISCHARGES

Since 1950, 16.9 million servicemen have been separated from the military services. Approximately 6.5% or 1.1 million received general and other than honorable discharges.

The nature of military discharges seemes to be poorly understood by the general public. There is a tendency for people to lump anything that is not a full honorable discharge into one vague category called "bad" discharges.

Military discharges can be classified into two broad categories, administrative and punitive. The administrative discharges include honorable, general, and undesirable (or just "discharge" for officers) discharges. The punitive discharges are bad conduct and dishonorable discharges for enlisted personnel, and dismissal for officers. Holders of general, undesirable, bad conduct, and dishonorable discharges may apply for the Department of Labor's Exemplary Rehabilitation Certificate, as indicated in Public Law 89-690. Each of these four types of discharge is described below.[1]

A *general discharge* is issued to a serviceman if his military record is not sufficiently meritorious to warrant a full honorable discharge. However, it is important to note that a general discharge is issued *under honorable conditions*. It is given by administrative action and may be issued for a variety of reasons including misconduct, culpable failure to conform to minimum standards for recruit training, poor conduct and efficiency evaluations, and even poor attitude. Under law, a holder of a general discharge is considered to be a veteran by the U.S. Veterans Administration and is entitled to all privileges and benefits accorded a veteran with a full honorable discharge.

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[1] The discharges are described as they apply to enlisted personnel. Information was obtained from Army Regulation 635-200, Air Force Manual 39-12, Marine Corps Order P1900.16, and Bureau of Naval Personnel Manual, Article 3850120.

An *undesirable discharge* is also an administrative separation, but it is issued under *conditions other than honorable*. It may be issued for unfitness, misconduct, homosexuality, or for security reasons. A holder of an undesirable discharge is *not* automatically granted veterans' benefits. The Veterans Administration will review cases individually upon petition by the holder. If they rule in his favor, he is granted all privileges and benefits of a veteran.[1] If they rule against him, he is neither considered to be a veteran (nonveterans are referred to as ex-servicemen) nor accorded any of the privileges or benefits of a veteran.

A *bad conduct discharge*, like an undesirable discharge, is issued under *conditions other than honorable*. It can be given only as a direct result of a special or general court-martial, that is, only if the discharge is imposed by the court. As with the undesirable discharge, the holder of a bad conduct discharge may petition the Veterans Administration for veterans' benefits.

A *dishonorable discharge* is issued under *dishonorable conditions*. It can be imposed only as part of an approved sentence of a general court-martial. An individual with a dishonorable discharge, therefore, must have been convicted of a felony or a serious military offense by a military court. A holder of a dishonorable discharge is never granted veteran status. The Veterans Administration will not hear petitions from individuals who were dishonorably discharged.

Holders of general or undesirable discharges frequently report being treated by employers as though they had been dishonorably discharged. Some employers make it a matter of policy (often an unwritten rule) not to accept applicants with less than a full honorable discharge. The result is that an individual having committed a strictly military offense or an offense that would, in civilian life, be handled by juvenile authorities, may be virtually barred from meaningful employment for the rest of his life (see the comments of Mr. Fred W. Shields on page 3).

OBJECTIVES OF THE STUDY AND SUBSIDIARY QUESTIONS

The congressional intent in passing Public Law 89-690 was to provide "special counseling and job development assistance through the national system of public employment offices" to individuals with other than honorable discharges who could document exemplary conduct for a period of at least three years. The prime objective of this study was to examine the actual benefits that holders of the ERC have received in seeking or retaining employment. To achieve this objective, information was gathered on a number of questions, which have been divided into primary and secondary groups.

Most of the resources of the project were devoted to the study of the primary group of questions:

(1) How has possession of an ERC actually benefited ex-servicemen? Employment benefits? Other benefits?

(2) Why have ERC holders decided not to use the ERC when seeking employment?

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[1] It should be noted that the Veterans Administration's rulings in no way affect the nature of the individual's discharge, only his status vis-à-vis the Veterans Administration.

(3) What effect is the ERC supposed to have on help received at public employment offices? What effect does it actually have?

(4) What is the effect of an ERC on employers? Do employers understand the ERC?

(5) What difficulties are experienced in obtaining an ERC?

(6) How and under what circumstances did ex-servicemen learn about the ERC program?

(7) If the program were to be publicized, what estimated increase might be anticipated in the number of individuals likely to be served and requesting services?

(8) What kind of organizations support and oppose the ERC program? What are the reasons for their stand? What kinds of changes in the ERC program do the groups recommend?

(9) What are the reasons why initial inquirers have not completed applications for an ERC?

(10) What is the profile of ex-servicemen obtaining and using the certificate?

Questions in the secondary group were as follows:

(11) What is the role of the kind of discharge in the employment process for various kinds of employers?

(12) How is the ERC program currently administrated?

(13) How well known is the program to USES, Veterans Administration, and to other agencies and organizations actively concerned with helping ex-servicemen?

(14) What kinds of job assistance and training are available to ex-servicemen with other than an honorable discharge?

(15) To what extent do applicants have incorrect, unrealistic expectations concerning procedures for obtaining certificates and the consequences of holding the certificate?

(16) Should the organizational housing and responsibility for the ERC program be modified in any way?

(17) How is the ERC program viewed by men just coming out of the military service with other than honorable discharges?

(18) Do ex-servicemen feel that the program would be more effective if it were to be handled completely at the local level rather than dealing with Washington, as at present?

Chapter 2

DATA-GATHERING METHODS

In order to study the Exemplary Rehabilitation Certificate (ERC) program and its effect on employment, information and comments were obtained from several sources. The principal subjects of the study were ERC holders, and individuals who were sent ERC applications, but who did not complete them (referred to in this study as ERC inquirers). Samples drawn from these two groups were sufficiently large (entire population of ERC holders, N = 720, and 1908 ERC inquirers) to allow statistically defensible statements to be made about their respective populations. Five small-scale satellite studies were conducted to provide background information and perspective. These studies concerned employers (including some employers of ERC holders), representatives of organizations that assist veterans, men recently separated from the service with other than honorable discharges, and ERC program administrators and ERC program files.

The data-gathering plan of each of these substudies is summarized in the first section of this chapter. In Appendix C, the method of each substudy is presented in detail with the actual data-gathering forms available in a subsequent appendix. At the end of the chapter, the strengths and limitations of the investigative procedures are discussed.

SUMMARY OF DATA-GATHERING PROCEDURES

1. Survey of Certificate Holders and Tabulations From ERC Applicant Files

The 720 holders of the ERC were surveyed by mail to determine how they used the certificates and the consequences of their using them. To increase the response rate, telephone interviews were attempted with nonrespondents to the mail survey. In addition, a Spanish translation of the questionnaire was sent to nonrespondents living in Puerto Rico. Depth interviews were conducted by the HumRRO project staff with 11 ERC holders in the Washington, D.C. and Philadelphia areas. (See Appendices D and E for letters used in arranging interviews and the material used for in-depth interviews.)

From the files of applications for the ERC, information was tabulated to describe the ERC holder population—type of discharge, whether employed at time of application, and occurrence of law violations three years prior to application.

2. Survey of ERC Inquirers

A sample of 1908 individuals who had requested ERC application forms, but did not apply, were surveyed by mail to find out why they had not applied. Depth interviews were conducted by the HumRRO project staff with 17 ERC inquirers in the Washington, D.C. and Philadelphia areas. (See Appendices D and E for letters used in arranging interviews and the material used for in-depth interviews.)

3. Personal Interviews With Recently Discharged Servicemen

Interviews of approximately 30-minute duration were conducted with 21 servicemen who were discharged from the Army during 1971 with a general discharge or an other than honorable discharge. The names and addresses of those to be interviewed were selected from military files and all respondents were located in Washington, D.C., Chicago, Philadelphia, or New York City. In these interviews, the ex-serviceman's knowledge of and reactions to the ERC program were elicited. Chilton Research Services collected these data for HumRRO, using interviewers who have considerable experience in carrying out surveys in the low-income neighborhoods where the respondents were typically located.

4. Interviews With State Employment Service Personnel

The staff (manager, veterans' representative, and counselors) were interviewed in six SES offices located in Washington, D.C., Philadelphia, Chicago, St. Louis, Detroit, and Los Angeles. These are offices at which ERC holders reported having visited and shown their certificates. The point to be established was what note was taken of the certificate when the man showed it, and what employment services each of these ERC holders received. The interviews also served to indicate the general level of familiarity that the employment office staff members had with the ERC program.

5. Interviews With Employers

To determine what effect the ERC actually had on the hiring of a certificate holder, interviews were held with 17 employers identified by ERC holders. (Eleven of these interviews were face-to-face interviews in Philadelphia, New York, Detroit, Chicago, St. Louis, San Francisco, and Los Angeles metropolitan areas. The remainder were conducted by telephone with employers in other cities.) Comments on the ERC program, including the probable effect of the ERC on hiring, were obtained in interviews with 18 additional employers in the cities listed above. In five of these cities, discussions concerning the ERC program were held with the staff of the National Alliance of Businessmen (NAB).

6. Study of Organizational Support for the ERC

Individuals from six national organizations that are sources of actual or potential support or opposition to the ERC program were interviewed in the Washington, D.C. area to learn what role, if any, these organizations have played in the ERC program and to obtain evaluations of the ERC program. The three supporting organizations contacted—American Red Cross, Disabled American Veterans, and Veterans of Foreign Wars—were chosen from among the six organizations that made a commitment to help ERC applicants. The other interviews were conducted with representatives of the American Veterans Committee, U.S. Veterans Administration (the VA Benefits Division and a U.S. Veterans Assistance Center), and National Alliance of Businessmen; individuals in these organizations generally question the ERC Program.

7. Study of ERC Program Administration

A number of individuals who have been involved in the administration of the ERC program at the Department of Labor in Washington, D.C. were questioned concerning processing of applications and requests for information. Further information about the ERC program administration was obtained from analyses of the ERC files.

PROTECTION OF SUBJECTS OF THIS RESEARCH

To protect the ex-servicemen and others who participated in this study, procedures were designed to ensure that all participation was based upon informed consent (that each participant knew what he was agreeing to and freely consented to participate), and that confidential information was safeguarded.

The information about having an other than honorable discharge is especially sensitive. Some individuals with other than honorable discharges stated that they had not even told members of their families of this fact, and others claimed that they would lose their jobs if the nature of their discharges were disclosed to their employers. The following procedures were designed to ensure against improper disclosure of the nature of the military discharge of our respondents.

(1) Employers of ERC holders were interviewed only after obtaining written permission from the certificate holder concerned. When writing to these employers to arrange the interviews, the researchers were careful not to mention the ERC holder by name. Also, when telephoning to make specific appointments for the interviews, the researchers made a point of speaking only to the personnel officer or other individual with primary responsibility for hiring. (It is possible that the ex-serviceman had mentioned his "bad" discharge only to his employer and not to others at his place of employment.)

(2) Chilton Research Services set out specific guidelines for maintaining the confidentiality of the information gathered by their field and telephone interviews, and their supervisors made sure that these procedures were followed (see Appendix E). Their interviewers were told not to disclose the purpose of the survey to anyone other than the respondent himself. The interviewers had a screening procedure to make sure that they were talking to the designated respondent before disclosing information about the purpose of the interview.

(3) In the letters and comments reproduced in this report, all information that could be used to identify an ex-serviceman respondent has been removed or disguised.

Safeguards were also necessary in handling the confidential information in the ERC applicant files, which include reports from police and FBI. Tabulations based upon the ERC applicant files were carried out under Department of Labor supervision at the office where the records are located.

LIMITATIONS AND STRENGTHS OF DATA COLLECTION PROCEDURES

A major limitation of the study is that for each substudy the selection of cases is probably biased. For example, in order to interview an employer of a certificate holder it was first necessary that we obtain permission from the holder. The permission was an essential safeguard, but resulted in a biased sample of ERC employers, since those ERC holders giving permission to visit the employer tended to have had a more favorable experience with the ERC with their employers than ERC holders in general. (Thirty-four of the 401 holder respondents gave permission to visit employers, 71% of these people reported that the ERC helped, compared to 49% reporting this for the total groups of those using the ERC with employers.) Also, the other employers we interviewed cannot be claimed to be representative of all employers in large metropolitan areas, because these employers were affiliated with the National Alliance of Businessmen. Biases are also likely in the sample of ex-servicemen because of the number of those who couldn't be located. Finally, the two mail surveys are probably biased because of the number of nonrespondents.

It is reasonable to assume that the biases generally operate to produce comments and experiences more favorable for the ERC program than if we had been able to obtain truly representative and unbiased samples. When looking at the results the reader should bear these suspected biases in mind.

A second important limitation of the data collection procedures is that we were found to rely on retrospective data in some cases. For example, ERC holders were asked to recall why they had applied for a certificate. The inaccuracy of retrospective data has often been demonstrated; people are likely to recall past beliefs and events in a form congruent with more recent events and beliefs. For example, we would expect that those who used the ERC in an employment office would be likely to "recall" that they applied in order to get help at an employment office. All retrospective findings of this study should be viewed with such limitations in mind.

The data collection plan has several strengths that should generate confidence in the major findings: (a) The program was examined from many viewpoints and sources of data, and the major findings of the study are based on data coming from more than one source. (b) The data collection instruments were pretested to ensure that the questions were clear and relevant to those being questioned. (c) A number of measures were taken to increase the response rate to the mail surveys, such as Spanish language questionnaires sent to Puerto Rican respondents and telephone follow-ups of all nonrespondents. (d) To overcome the distortions of memory, employer and employment office records were consulted whenever possible. (e) For interviews with recently discharged ex-servicemen with other than honorable discharges, the interviewers used had considerable experience conducting interviews with inner-city residents and were usually of the same race as the respondents.

Another strength of the data collection plan is that most of the interviews were of sufficient length to allow a thorough exploration of the facts, experiences, and opinions underlying the conclusions. A plan or guide for each kind of interview was developed to ensure the necessary information and comments were covered. The median times for each of these kinds of interviews were:

Certificate holders, 1 hour.
ERC inquirers, 1 hour.
Recently discharged servicemen, 30 minutes.
State Employment Service personnel, 2 hours.
ERC employers, 1 hour.
Other employers, 30 minutes.
National Alliance of Businessmen, 2 hours.
Representatives of organizations, 2 hours.
Program administrators, 1 hour.

Chapter 3

RESULTS

This chapter presents the results of analyses of the data collected in each of the substudies, which are presented in full. Many of the comments and letters from ERC inquirers are given in Appendix G; similar letters and comments from holders are given in Appendix H.

SURVEY OF CERTIFICATE HOLDERS AND TABULATIONS FROM ERC APPLICANT FILES

A questionnaire was mailed to all holders of the Exemplary Rehabilitation Certificate. To maximize the response rate, telephone interviews were attempted with nonrespondents to the questionnaire and a Spanish translation of the questionnaire was mailed to all nonrespondents living in Puerto Rico. The completion rate for the questionnaire was 75% of all ERC holders with known addresses. (See Table C-1, Appendix C.)

Information was also tabulated from the ERC holder file. Items tabulated were date of discharge, type of discharge, whether employed at time of application, and occurrence of law violations within the three years prior to application.

More than half the respondents to the ERC holder questionnaire were discharged from the military service from 1945-1959. The median year of discharge is 1954 (Table 1). Tabulations from the records reveal that the median year of discharge for the entire holder population is 1955 (Table 2). While current administration emphasis is placed on Vietnam era veterans, it is particularly noteworthy that the majority of holders are WW II and Korean War Veterans. The typical ERC holder served during World War II or the Korean War. Only about one-fifth of the respondents (and approximately one-fourth of all ERC holders) served during the Vietnam conflict.

Statistics compiled from the ERC holder file show that the largest number of certificate holders (four out of every 10) received undesirable discharges. (See Table 3.) The general discharge is the least common type of discharge received by ERC holders.

Respondents to the ERC holder survey were typically in their 30's or 40's, White, and married at the time they applied for the ERC. Almost half the holders surveyed had less than a high school education. Respondents were heavily represented in the blue collar skills. Two out of three were working as craftsmen, equipment operators, laborers, or service workers, while only one in 20 was employed in a professional or technical field. Data drawn from the ERC file indicates that over three-fourths of the holders were employed at the time they applied for the certificate. Detailed breakouts of these statistics appear in Tables 4 through 9.

As indicated in Table 10, only four of the 715 certificate holders (0.6%) had been convicted of a serious offense during the three years prior to applying for the ERC. In order to filter out minor traffic violations and other relatively minor offenses, the tabulations included only convictions resulting in jail or prison sentences (including probation and suspended sentences), or fines of over $100. The low percentage of serious offenses was to be expected since applicants for the ERC are required to document good conduct during that time period.

Table 1

Year Discharged From Military Service: Questionnaire Respondents Only[a]

Year	Frequency	Percent[b]
1915-1919	2	.5
1920-1924	4	1
1925-1929	0	0
1930-1934	0	0
1935-1939	0	0
1940-1944	69	17
1945-1949	44	11
1950-1954	92	23
1955-1959	93	23
1960-1964	64	16
1965-1969	26	6
No Answer	7	2

Mean = 1950
Median = 1954

[a] In response to the question, "What year did you leave military service?" (Write year.)

[b] Group: All ERC holder respondents (N = 401).

Table 2

Year Discharged From Military Service: All ERC Holders[a]

Year	Frequency	Percent
1915-1919	5	.7
1920-1924	3	.4
1925-1929	5	.7
1930-1934	3	.4
1935-1939	3	.4
1940-1944	66	9
1945-1949	103	14
1950-1954	147	21
1955-1959	193	27
1960-1964	141	20
1965-1969	42	6
Missing data	4	.6

Mean = 1954
Median = 1955

[a] Hand tallied from files of all ERC holders (N = 715).

Table 3

Type of Discharge: All ERC Holders[a]

Category	Frequency	Percent
General	99	14
Undesirable	291	41
Bad conduct	154	22
Dishonorable	118	17
Not specified[b]	53	7

[a] Hand tallied from files of all ERC holders (N = 715).

[b] Discharge was not honorable, but category of discharge could not be identified from information in the individual's file.

Table 4

Age of ERC Holders

Age	Frequency	Percent[a]
20-24	8	2.0
25-29	43	10.7
30-34	53	13.2
35-39	86	21.4
40-44	77	19.2
45-49	45	11.2
50-54	45	11.2
55-59	20	5.0
60-64	10	2.5
65-69	2	.5
70-74	2	.5
75-79	3	.7
80-84	1	.2
No answer	6	1.5

Mean = 38.3
Median = 41

[a] Group: All ERC holder respondents (N = 401).

Table 5

Race of ERC Holders[a]

Race	Frequency	Percent[b]
White	273	68
Black	56	14
Spanish-American	60	15
Oriental	2	0.5
Other	7	2
No answer	3	1

[a] In response to the question, "What is your race?"
[b] Group: All ERC holder respondents (N = 401).

Table 6

Marital Status When Applying for ERC[a]

Response	Frequency	Percent[b]
Yes	307	77
No	91	23
No answer	3	1

[a] In response to the question, "When you first applied for the ERC, were you married?"
[b] Group: All ERC holder respondents (N = 401).

Table 7

Education Completed by ERC Holders[a]

Education Level	Frequency	Percent[b]
Less than 8th grade	63	16
Less than 12th grade	123	31
High school graduate	127	32
Went to college but did not finish 4 years	63	16
Graduated from 4-year college	11	3
No answer	4	1

[a] In response to the question, "How much school have you completed?"

[b] Group: All ERC holder respondents (N = 401).

Table 8

Occupations of ERC Holders[a]

Occupational Category[b]		Frequency	Percent[c]
01	Professional and technical	20	5
02	Managerial and administrative	24	7
03	Sales	17	4
04	Clerical	32	8
05	Craftsmen and Foremen	86	21
06	Operatives, except transportation	41	10
07	Transport equipment operatives	32	8
08	Laborers, except farm	49	12
09	Service workers, except private household	60	15
10	Private household workers	--	0
11	Farmers and farm managers	8	2
12	Farm laborers and foremen	2	.5
Not working, failed to give previous job		17	4
No answer		8	2

[a] In response to the question, "What kind of work do you do now? (If unemployed, describe your last job.)"

[b] The occupational categories are those used in the *1970 Census of Population and Housing*. See Appendix I, "Rules for Scoring Occupations of ERC Holders."

[c] Group: All ERC holder respondents (N = 401).

Table 9

Employed at Time of Application: All ERC Holders[a]

Employed	Frequency	Percent
Yes	556	78
No	156	22
Missing data	3	.4

[a] Hand tallied from files of all ERC holders (N = 715).

Table 10

Convictions Within the Three Years Prior to Application: All ERC Holders[a]

Convictions	Frequency	Percent
None	711	99.4
One or more[b]	4	0.6

[a] Hand tallied from ERC holder file (N = 715).

[b] Jail or prison sentences (including probation and suspended sentences), or fines over $100.

Table 11 shows how ERC holders learned about the program. The largest number of respondents reported that they read about the ERC in a newspaper or magazine. Only one out of twenty respondents checked that they were told of the ERC program at a local office of the state employment service. Many respondents commented on the poor distribution of information about the program.

Table 12 lists a number of reasons for applying for the ERC. The most commonly reported reason was proof of good conduct that could be shown to the Military Discharge Review Board. This is a somewhat curious revelation since the official literature on the ERC program does not mention supporting requests for change of discharge as a possible use for the certificate. Less than a third of the respondents indicated that they applied for the ERC with the intention of using it to help them get the job they wanted. Slightly more than a third said that they wanted the ERC just for their own personal satisfaction.

The ERC application requirements involve the execution of several finely printed forms (See Appendix B). Over half the respondents sought help in completing their applications. Table 13 lists sources of assistance in filling out ERC forms. The official brochure on the ERC lists a number of organizations that have agreed to provide help to

Table 11

First Source of Information About the ERC[a]

Source	Frequency	Percent[b]
Friend or relative	60	15
State employment office	22	5
A lawyer	28	7
Military officer or NCO	40	10
Red Cross	12	3
Veteran's organization (AmVET, DAV, VFW, others)	28	7
U.S. Veterans Administration	61	15
Congressman or Senator	52	13
Newspaper or magazine	76	19
Other: (Write in)	22	5

[a] In response to the question, "How did you first learn about the Exemplary Rehabilitation Certificate (ERC)? (Mark *one* answer.)"

[b] Group: All ERC holder respondents (N = 401).

Table 12

Reasons for Applying for the ERC[a]

Reason	Frequency	Percent[b]
To help me get the job I wanted	116	29
As proof of my good conduct that could be shown to the military discharge review board	232	58
So I could get special help from the state employment office	40	10
So I could get a job with the government	84	21
Just for my own personal satisfaction	136	34
For reasons not listed above (Write in)	40	10

[a] In response to the question, "Why did you happen to apply for an ERC?"

[b] Group: All ERC holder respondents (N = 401). Because many respondents gave more than one reason, the total will be more than 100%.

Table 13

Sources of Assistance in Completing ERC Application Requirements[a]

Source	Frequency	Percent[b]
Nobody helped me	164	41
A friend or relative	104	26
My employer	28	7
A lawyer	48	12
State employment office counselor	12	3
Red Cross worker	20	5
Veterans organization representative (AmVET, DAV VFW, and others)	36	9
U.S. Veterans Administration counselor	40	10
Other: (Write in)	20	5

[a] In response to the question, "Who helped you to fill out the forms and to get the statements needed for the ERC? (Mark *all* answers that apply to you.)"

[b] Group: All ERC holder respondents (N = 401).

those applying for the certificate. However, only 14% of the respondents sought assistance from such organizations (this figure includes respondents who received help from organizations not listed on the ERC brochure, e.g., the American Legion). The largest number received help from a friend or relative, and some engaged the services of an attorney.

Table 14 shows the benefits anticipated by ERC applicants. When asked what they first thought the ERC would do for them, three out of four respondents said, "Change my military discharge." The frequency of this response is surprising since official literature on the program always states that the ERC will *not* alter the holder's military discharge. Only a fifth of the respondents checked that they first thought the ERC would

Table 14

Benefits Originally Anticipated by ERC Applicants[a]

Benefit	Frequency	Percent[b]
Change my military discharge	300	75
Give me veterans benefits, such as GI Bill	108	27
Give me veterans preference at the state employment office	52	13
Qualify me for special job help at the state employment office	80	20

[a] In response to the question, "When you *first heard* of the ERC, what did you think it could do for you? (Check *any* that apply.)"

[b] Group: All ERC holder respondents (N = 401).

qualify them for special job help at the state employment office. However, that was the only legitimate benefit listed among the response alternatives for that question.

The ERC holders were also asked how the certificate had actually helped them (see Table 15). Forty-one percent of the respondents indicated that the certificate had not, as yet, been of any benefit, although about half listed one or more ways the ERC had helped them. The most frequently mentioned benefit was the use of the certificate as supporting material when filing a request for change of discharge. Only a small number of the holders (11%) checked that the ERC had helped them in getting jobs.

The Department of Labor pamphlet describing the ERC program states that "the certificate is tangible evidence to show employers that you've made good," and that it "will entitle you to special job-counseling and job-placement services at the local office of your state employment service." These are the officially stated benefits of the ERC.

Table 15

Actual Benefits Reported by ERC Holders[a]

Benefit	Frequency	Percent[b]
Getting job interviews	44	11
Getting jobs	44	11
Getting job training	16	4
Supporting request for change of discharge	112	28
Other benefits of ERC (Write in)[c]		
Self-satisfaction	32	8
Improve standing with employer (exclude hiring)	8	2
Improve reputation (excluding employers)	4	1
Other	8	2
ERC has been of no help to me	128	32
ERC has been of no help to me yet[d]	36	9
No answer to question	28	7

[a] In response to the request, "Mark below *all* the ways that having an ERC has actually helped you. (Check *all* that apply to you.)"

[b] Group: All ERC holder respondents (N = 401).

[c] The write-in responses were coded into the categories given.

[d] Based on write-in responses.

However, when asked what they would like the ERC to do for them, only 5% of the respondents mentioned one of those benefits. Ten times that many, or half the ERC holders surveyed, wanted the benefits expanded to include changing the military discharge. Benefits ERC holders wanted are shown in Table 16.

It is obvious from the results of the questionnaire that many holders of the ERC feel that the program is not adequately publicized. (See Table 17.) Well over half the

Table 16

Additional Benefits Desired by ERC Holders[a]

Benefit[b]	Frequency	Percent[c]
Nothing, nothing else	40	10
Change discharge	200	50
Make me eligible for reenlistment	24	6
Change society's opinion (exclude employers, discharge review board, VA)	16	4
Employment help:		
General, unspecified (e.g., "help me get a good job")	40	10
Serve as character reference which will influence employer's opinion	12	3
Give job counseling, placement, training	8	2
Help me obtain government or civil service job	28	7
Give specific veterans employment or education help not provided by ERC program (e.g., veteran preference, education loan, VA pension, GI Bill)	20	5
Give VA benefits other than those related to employment or education (e.g., hospital, housing loan, unspecified VA benefits)	40	10
Other, not classifiable in above categories	24	4

[a] In response to the request, "Please tell us what you would like the ERC to do for you. (Write in)."

[b] In scoring the write-in responses, the first two benefits mentioned were content analyzed and tabulated. (In fewer than ten cases were more than two benefits specified.)

[c] Group: All ERC holder respondents (N = 401). Because respondents listed more than one benefit, the total will be more than 100%.

Table 17

Improvements Needed in Ways of Letting People Know About the ERC Program[a]

Improvement	Frequency	Percent[b]
Improve ways of making ex-servicemen aware of the ERC program	240	60
Improve kinds of information given to ex-servicemen who might be interested in an ERC	164	41
Change the name of the certificate	72	18

[a] In response to the question, "What, if anything, do you think should be done to improve ways of letting people know about the Exemplary Rehabilitation Certificate program? (Mark more than one answer if you want.)"

[b] Group: All ERC holder respondents (N = 401).

respondents felt that the *ways* of making ex-servicemen aware of the program should be improved. A somewhat smaller number felt that the materials currently used to describe the program need improvement. The need for wider publicity for the ERC program is stressed in many of the comments respondents wrote on the questionnaire (some of these comments appear in Appendix H).

A number of the ERC holders responding to the questionnaire felt that changes should be made to help people who are applying for the ERC. Forty percent wanted the local state employment offices to provide any help needed in completing the application forms. However, only about half that many thought that the state employment offices should issue the certificate. Almost a third of the respondents felt that improvements should be made in the help given to people writing to Washington abou the ERC program. Results are shown in Table 18.

The ERC holders were generally satisfied with the ERC application requirements. A fifth of them, though, thought that the required three-year waiting period should be changed. (See Table 19.)

According to the public law establishing the ERC, the certificate entitles the certificate holder to special job-counseling and job-placement services at the local office

Table 18

Desired Changes to Help Those Applying for the ERC[a]

Change	Frequency	Percent[b]
Change the instructions for completing the application for the ERC	28	7
Have local state employment offices provide any help needed for completing the ERC application forms	160	40
Issue Exemplary Rehabilitation Certificates from state employment offices (instead of from Washington, D.C.)	84	21
Improve help given to people writing to Washington about the ERC program	112	28

[a] In response to the question, "What changes, if any, should be made to help ex-servicemen who are applying for an ERC? (Mark more than one answer if you want.)"

[b] Group: All ERC holder respondents (N = 401).

Table 19

Suggested Changes in ERC Requirements[a]

Changes	Frequency	Percent[b]
Change the required 3-year waiting period	80	20
Change the required reference from your last employer	40	10
Change the requirement of fingerprinting and a reference from the police	28	7
Change the requirement of 5 character references	44	11

[a] In response to the question, "What changes, if any, do you think should be made in the requirements for the ERC?"

[b] Group: All ERC holder respondents (N = 401). Because many did not respond, the total will be less than 100%.

of his state employment service. It would be reasonable to assume, therefore, that most of the holders would make use of their certificates in this way; in fact as shown in Table 20, less than a third of the ERC holders surveyed had even been to a state employment office. Furthermore, a third of those did not use the ERC there. Less than half the ERC holders who did use the certificate at the state employment office reported that they had received help.[7] The largest number of those who were helped indicated that they received assistance in contacting employers for interviews, and/or help in finding out the kind of work they could do best.

Table 20

Use of the ERC at State Employment Office and Help Obtained

Type of Use	Number	Percent	Number of Cases in Group
After getting your ERC, did you ever go to a state employment office (public employment office) for help in finding a job?			
Yes	118	29	401
No	283	71	
If you *did go to a state employment office* for help, did you use your ERC?			
Yes	83	70	118
No – If no, why didn't you use your ERC? (Write reason)	35	30	
If you *went to* a state employment office and *showed your ERC,* what happened?			
I got help	35	42	83
I didn't get help	48	58	
If you *showed* your ERC at a state employment office *and got help,* check *all* the kinds of help you got at this employment office.			
Help in finding out the kind of work I can do best	18	51	35
Help in getting job training	5	14	35
Advice on how to explain my military discharge to employers and others	10	29	35
Advice on where to go for help with personal problems	4	11	35
Names and addresses of employers with job openings	9	26	35
Help in contacting employers for interviews	19	54	35

When holders who showed their ERC at a state employment office (Table 21) are compared with those who visited a state employment office but did not show their ERC, some differences between the groups emerge (see Table 21). Significantly more of the former felt that the ERC actually helped in getting job interviews, and routinely showed the ERC to employers when applying for jobs.

A demographic comparison shows that certificate holders who used the ERC and reported getting help at a state employment office were twice as likely to be high school

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[7] The respondents' ideas of what constitutes help are in all probability quite varied. It is likely that many who indicated that they received no help did in fact receive some assistance.

Table 21

Some Differences Between ERC Holders Who Used The Certificate at a State Employment Office and Those Who Did Not

Item	Showed ERC at SES Office (N = 83)		Visited SES Did Not Show ERC (N = 35)		p[a]
	Frequency	Percent	Frequency	Percent	
Applied for ERC to get special help from the state employment office	18	22	3	9	$<.10$
When first heard of ERC, thought it would qualify me for special help at the state employment office	4	26	2	6	$<.10$
Always show ERC to employers when applying for a job	17	21	1	2	$<.05$
ERC actually helped in getting job interviews	51	62	11	34	$<.01$

[a] Difference between groups. Only differences approaching statistical significance (p values of less than .10) are reported.

graduates and to work in white collar occupations as were holders who used the certificate but did not get help. This is shown in Table 22.

Table 22

Typical Characteristics of ERC Holders Who Received Help and Those Who Did Not Receive Help at State Employment Offices

Characteristic	Showed ERC and Got Help (N = 35)		Showed ERC But Did Not Get Help (N = 47)	
	Frequency	Percent	Frequency	Percent
White collar occupation[a]	12	34	8	18
White race	20	57	25	54
High school graduate	21	60	14	30
Year left military service	1955		1953	

[a] Professional, technical, managerial, sales, clerical occupations.

Two-thirds of the responding certificate holders had applied for jobs since receiving the ERC. But, almost half of those never showed the ERC during job interviews. Some of the reasons are listed in Table 23. The major reason listed for not showing the ERC was fear of disclosing the nature of the discharge. A third of those holders who had applied for jobs after receiving the ERC showed the certificate only when asked about their discharge. Of those who did show the ERC when applying for a job, only half thought that it helped. More than a third thought that it made no difference.

Table 23

Use of the ERC With Employers and Results

Item	Number	Percent	Number of Cases in Group
Have you applied for a job since getting ERC?[a]			
Yes	259	65	401
No	142	35	
When applying directly to a person or company for a job, how often have you shown your Exemplary Rehabilitation Certificate?			
Always	44	17	259
Only when asked about my discharge	88	34	
Never	122	47	
No answer	5	2	
If you have *not* used your ERC when applying for a job, why not?[b]			
I didn't think it would help me	24	20	122
I didn't want them to know what kind of discharge I have	66	54	
Other reason:	37	30	
When you *have* used your ERC when applying for a job, do you think it helped you?			
I think the ERC helped me	69	51	136
I think the ERC hurt me	10	7	
I think the ERC made no difference	50	37	
No answer	7	5	

[a] Whether respondent had applied for a job after getting ERC was actually determined by responses written in to other reasons for not using ERC with employers.

[b] Because some respondents gave more than one answer, the total is more than 100%.

ERC holders who had shown the certificate to employers differed from those who had not in several ways. One major difference is that they were more likely to report having received help from the state employment office as a result of showing the ERC. On the other hand, those who had not shown the ERC during employment interviews were more likely to report that the ERC had not yet been of any benefit. They were also more likely to report that the ERC had been beneficial in terms of personal satisfaction. These results are shown in Table 24.

There are no large differences in background characteristics of holders who felt that the ERC had been helpful during job interviews and those who felt that it had not. The two groups are compared in Table 25.

In all, 63% of the holders surveyed had made some practical use (other than for personal satisfaction) of the ERC. Therefore, 37% had never made *any* practical use of their certificate. The determination as to whether or not an individual had made any use of the certificate was made by studying the entire questionnaire, as well as any letters or additional statements submitted by the respondent. This included any evidence of display of the certificate to any person with the apparent intention of gaining a favorable impression. The determination of use was made independently of whether the respondent had or had not indicated receiving any benefit from his ERC.

Table 24

Differences in Perceived Usefulness of the ERC Holders Who Used the ERC in Job Interviews Compared to Those Who Did Not

Item	Applied for Job and Showed ERC (N = 132)		Applied for Job But Did Not Show ERC (N = 264)		p[a]
	Frequency	Percent	Frequency	Percent	
Used ERC at state employment office	51	39	29	11	<.01
Showed ERC at state employment office and got help	22	17	13	5	<.05
ERC helped getting job interviews	13	10	3	1	<.01
ERC helped getting jobs	43	33	3	1	<.01
ERC helped getting job training	12	9	5	2	<.01
ERC of no help to me yet, could be of future benefit (Write in)	1	1	34	13	<.01
ERC has been beneficial for my personal satisfaction (Write in)	4	3	29	11	<.01

[a] Difference between groups. Only differences approaching statistical significance (p values of less than .10) are reported.

Table 25

Characteristics of Those Reporting ERC Helped With Employers and Those Reporting ERC Did Not Help

Characteristic	Group 1[a]		Group 2[b]	
	Frequency	Percent	Frequency	Percent
White collar occupation[c]	17	25	12	20
White race	41	59	42	70
High school graduate	41	59	35	58
Year left military service	1954		1955	

[a] Group 1 Showed ERC to employer, "I think the ERC helped me" (N = 69).

[b] Group 2 Showed ERC to employer, "I think the ERC hurt me or made no difference" (N = 60).

[c] Professional, technical, managerial, sales, clerical occupations.

RESULTS OF SURVEY OF ERC INQUIRERS

The returns from the mail survey of ERC inquirers are reported in Table 26. One fourth of the inquirers stated that they are still planning to complete the application

Table 26

Reasons Why Inquirers Failed to File the ERC Application

Reason Given[a]	Old Inquirers 1966-1968 (N = 65)		Recent Inquirers 1969-1972 (N = 521)		Estimated Percentages for all Inquirers (N = 6,888)[b]
	Frequency	Percent	Frequency	Percent	
I could have finished the ERC application if I had someone to help me fill out the forms and obtain references	12	18	70	13	14
I did not want to ask employers for required references	30	46	159	31	35
I did not want to ask for character references from people who know me	23	35	132	25	28
I couldn't locate five people to give character references	5	8	44	8	8
I did not want to go to the police for a reference	15	23	100	19	20
I had been out of the service less than the required three years	6	9	75	14	13
I felt I would have little chance of getting an ERC	18	28	99	19	22
I can get the job I want without an ERC	10	15	57	11	12
I found out that the ERC wouldn't change my discharge	35	54	188	36	41
Other reasons (based on write in responses):					
May apply at some future time	17	26	129	25	25
Definitely will *not* apply - no specific reason given (e.g., too busy, too much trouble, didn't need it, etc.)	9	14	33	6	8
Definitely will *not* apply - specific reason given (e.g., too sick, didn't want to tell my family, etc.)	8	12	73	14	13

[a] Respondents were asked to check all reasons that applied.

[b] The percentages given for all inquirers are estimates of the total population percentages based upon the sum of the sample percentages for old and recent inquirers multiplied by their respective proportions of the population (.30 for old inquirers and .70 for recent inquirers). This is the standard formula used for weighting sample stratum means to arrive at population estimates.

forms. It was found that the principal reason given for not completing the application was "I found out that the ERC would not change my discharge." One respondent expressed the views of many of the ERC inquirers: "An ERC doesn't suit the purpose that a changed discharge would, and makes an employer *leery* in any case."

Also frequently mentioned as reasons were reluctance to ask employers and friends for the required statements. One man explained: "Didn't want to ask people who thought I had received honorable discharge for help in obtaining ERC. References readily available as am active in civic affairs and fraternal organizations. Felt this attitude was worth more than ERC." Another man wrote: "Employer did not know of discharge—would cause my discharge from work for falsifying employment record." A selection of comments and letters from ERC inquirers will be found in Appendix G.

RESULTS OF PERSONAL INTERVIEWS WITH RECENTLY DISCHARGED SERVICEMEN

Personal interviews were conducted with 21 men discharged in 1971 from the Army with general or less than honorable discharges. When these men have been out of the military service for two more years they will be eligible to apply for the Exemplary Rehabilitation Certificate. The purpose of the interviews was to determine the reactions of ex-servicemen to the ERC program as prospective applicants. (See Appendix F for a copy of the interview and the interviewer instructions.)

The subjects were interviewed in four large metropolitan areas: New York, Chicago, Philadelphia, and Washington, D.C. (See Table C-4 for a listing of the interviews by city and discharge type.) The typical person interviewed was an unemployed man, about 22 years of age, who had completed high school. (See Table 27 for statistics on the characteristics of the respondents.) The occupations given were: security guard, accountant, factory worker, children's counselor, factory equipment maintenance, baker, porter (clean-up man), grocery clerk, machine operator.

None of the respondents had ever heard of the ERC prior to the interview. When they read about the benefits of the ERC using excerpts from the Department of Labor information sheet, most thought that the ERC would help to get a job (see Table 28). One man commented: "They see that you made a mistake while in service, but when you got out you straightened out and made retribution and this shows that you tried to do something toward making up for it. An employer will take a chance on you." Another

Table 27

Characteristics of
Recently Discharged Men Interviewed

Characteristic	Median of Proportion[a]		
Age	median	=	22.5 years
School completed	median	=	completed high school
Not working now	proportion	=	10/21[b]

[a] Group is 21 men recently discharged from the Army with general, undesirable, bad conduct, or dishonorable discharge.

[b] The 10 men not working includes 3 attending school

Table 28

Recently Discharged Men's Ratings of Help of ERC in Getting a Job[a]

Ratings	Number Giving Answer
ERC would help to get a job	14
ERC would not help	1
It depends	6
Total	21

[a] In response to the question, "Do you think that showing an ERC to an employer would help a man to get a job—or would not help a man to get a job?"

said "Because it is from the Department of Labor—means something to an employer to hire you if you had this certificate."

When told about the requirements for getting an ERC, most thought they would be reluctant to get a statement from the police (see Table 29). Typical reasons given for objecting to the police reference were: (a) "I don't know how cooperative the police are going to be." (b) "It is too much trouble going to the police. There might be some things you did a long time ago and the people find out about what you have done." (c) "People would notify anyone looking for you if anything goes wrong." (d) "I don't like the police."

Some men questioned whether ERC applicants should be required to obtain five character references: (a) "You can get anyone to write a statement and it might not mean anything." (b) "It seems an awful lot of embarrassing things to go around to friends and family and tell them what kind of discharge I've got. Since they don't know, I hate to tell them." (c) "You might not know five good people for three years."

When told that the ERC wouldn't change their discharge, most men doubted its value in helping them to get a job: (a) "I would probably get the same kind of job as I would if I didn't have an ERC." (b) "What would be the purpose of getting it?" (c) "I think it's useless because it's hard enough getting a job with an honorable discharge." (d) "How are you going to get a job without changing your military status?"

Table 29

Agreement With ERC Requirements by Recently Discharged Men

Requirement	Number Agreeing[a]
Do you think that people applying for an ERC should have to get a statement from the police?	8
Do you think that people applying for an ERC should have to get statements from employers?	18
Do you think that people applying for an ERC should have to get statements from five people who know them?	14

[a] Group is 21 men recently discharged from the Army with general, undesirable, bad conduct, or dishonorable discharges.

After the men had read all the information on the ERC from the Department of Labor pamphlet they were given a copy of the pamphlet to refer to and were asked to mark multiple-choice questions on the ERC program. (See Appendix J for a copy of these multiple-choice questions.) The 21 men answered the questions on ERC benefits with few errors, but generally made a number of errors on questions pertaining to ERC application procedures and regulations; on each of the items dealing with application procedures, at least half of the respondents marked a wrong answer. For example, half of them did not know that a man had to be out of the service for at least three years before his application for an ERC could be considered.

When asked if they would apply for the ERC, most answered that they would probably or would definitely apply for the certificate (see Table 30). They explained the reason for planning to apply as help to get a better job. One comment was: "I feel it might do me some good and let people know you're doing the best you can and if an employer sees you had no trouble for three years he might give you a chance." Another said: "If it could help me get a decent job and work for a living then I definitely would apply." One of those planning not to apply for the certificate explained: "It wouldn't help me at all. It doesn't change my benefits, it doesn't change my discharge, so I don't need it. I have a job now and the man never asked me about the service. I think it's useless."

Table 30

Interest of Recently Discharged Men in Applying for Exemplary Rehabilitation Certificate[a]

Answer	Number Giving Answer[b]
Definitely will apply	8
Probably will apply	7
Probably won't apply	0
Definitely won't apply	4
Have honorable discharge not eligible for ERC[c]	1
It depends	1

[a] In reply to the question, "Now you know about the ERC. You know that you have to be out of the service for three years before you can apply and that when you apply you get statements from employers, from the police and from people you know. From what you know now, how likely are you to apply for an ERC? Would you say . . ."

[b] Group is 21 men recently discharged from the Army with general, undesirable, bad conduct, or dishonorable discharges.

[c] Military records list this respondent as having a bad conduct discharge. It is possible, but not likely, that this man's discharge was changed to general (under honorable conditions) or honorable in the nine months since he left the military service.

INTERVIEWS WITH STATE EMPLOYMENT SERVICE PERSONNEL

Since the only guaranteed help an ERC can give is "special job counseling and job development assistance" at the state employment offices, gathering data at such offices was essential to this project. Issues central to these visits were: How familiar are state personnel with the ERC? What experience do SES personnel have in assisting interested parties? What services are rendered ERC holders? How do these services differ from those given to veterans in general? (Guides for interviews are given in Appendix K.)

In addition to the above questions, it was felt that SES personnel, from their dealings with employers, could give insights into local employment practices concerning veterans. Consequently, interviews at various state employment offices also included questions about employment of veterans in general and ERC holders in particular.

It also seemed advantageous to ask SES personnel about possible recommendations to increase the effectiveness of the ERC Program, such as greater participation from the local level, including issuance of the actual certificates. Six SES offices were visited and staff members were asked specific questions concerning these items.

FAMILIARITY OF STATE EMPLOYMENT SERVICE PERSONNEL WITH THE ERC PROGRAM

It would have been difficult for a veteran with a "bad discharge" who walked into any of the six SES offices visited during this study to obtain immediate and accurate information concerning the ERC, although with perseverance each office could have helped. Two of the six Veterans Employment Representatives would have been able to discuss the program, while two others might have done so with difficulty. The other two would have had to read up on it before attempting such a task. In only three of the six SES offices could anyone other than the Veterans Employment Representative have been able to help with the explanation.

EXPERIENCE OF STATE EMPLOYMENT PERSONNEL WITH ERC INQUIRERS

The offices visited had little experience with ERC inquirers. None of the offices visited claimed to have actually encouraged a man to apply for an ERC; none had received many inquiries about the ERC. In two of the six offices, personnel could not remember receiving any inquiries about the ERC. Only one Veterans Employment Representative reported having actually helped a man fill out ERC forms.

Only one of the six offices seems to have made an effort to publicize the ERC program. This office stocked 1,000 pamphlets at one time and has made a display of the ERC on a bulletin board with pamphlets available as handouts. Four of the other offices had pamphlets available upon request.

EFFECT OF THE ERC ON SERVICES RENDERED AT SES OFFICES

The effect of an ERC upon the services rendered at the SES offices was summed up by one Veterans Employment Representative when he said, "An ERC holder would receive the same preferential treatment as any vet." Another Veteran Representative added, "He's still a veteran unless he has a dishonorable discharge." An ERC holder, unless he has a dishonorable discharge, receives the same treatment any veteran receives at a SES office. This includes, according to SES personnel, less time spent waiting in lines, and preference for counseling, testing, placement, job development, training and education. No difference could be found between an ERC holder and a veteran with an honorable discharge. As one Veterans Employment Representative stated, "The man would be entitled to all the benefits anyway."[8]

An ERC holder who has a dishonorable discharge, according to all office personnel interviewed, would not be treated as a veteran and would, therefore, be banned from the preferences that apply. This brings up the question of how "special job help and job development assistance" are defined by the SES offices. The offices visited reported, without exception, that preferential treatment given veterans is just such "special job help and job development assistance," but that any visitor to an employment office would receive the available services eventually, and a man with an ERC and a dishonorable discharge would miss out on nothing except the preference given veterans. Personnel in two separate offices stated that in no place did it say that an ERC holder with a dishonorable discharge should receive any special help even if he had an ERC. Personnel in another office said, "A dishonorably discharged veteran would not get preference even if he had a certificate."

In specific SES interaction with ERC holders, in four of the six offices, there was no conclusive proof in a man's employment record or in the memories of office personnel that an ERC had actually been shown. It was possible that an ERC holder had mentioned his ERC or showed it and that the office personnel didn't recall the occasion. It was also possible that the ERC holder had not shown the certificate, but misinterpreted the question in the questionnaire that asked for the address of a SES office he visited in which he had shown his ERC. In any event, these four cases cannot be used to explain SES services to ERC holders.

The two other men who clearly used their ERC received a good deal of help in becoming employed. One man had been referred seven times before he was placed, the other 13 times. In the latter case, the Veterans Employment Representative on being asked to evaluate the help given this ERC holder said, "He was given everything we can give . . . 100%. He was registered, given counseling, educational training and referral out [to an employer] a number of times." The Veterans Employment Representative said that the ERC probably had nothing to do with the services given. Another Veterans Employment Representative said that the ERC . . . "made absolutely no difference . . . if a veteran comes in, he gets the service."

SES OPINIONS ABOUT THE EMPLOYMENT OF ERC HOLDERS AND VETERANS WITH OTHER THAN A FULL HONORABLE DISCHARGE

Personnel in four of the six offices said that they felt a "bad discharge" has an adverse effect on employment. Personnel in the other two offices either didn't express an opinion or questioned whether employers asked that much about the discharge. One office manager felt that an other than honorable discharge was worse than a prison record in getting a job; another felt that almost all white-collar employment was barred to a man so labeled. Most of the offices agreed that the longer the man with a "bad discharge" is out of service or the more formal education he has, the less of a problem his discharge will create when he is seeking employment. All six Veterans Employment Representatives seemed to agree, however, that the State and Federal government was most likely to ask for, check on, and discriminate against someone with other than a full honorable discharge.

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[8] It seems necessary here to mention an area of possible confusion. The Veterans Administration does *not* automatically consider holders of undesirable or bad conduct discharges to be veterans (see the section on military discharges in Chapter 1). But, based upon our field interviews with SES personnel, it appears that most state employment service offices *do* automatically consider individuals with these discharges to be veterans for purposes of determining the services to be rendered by the SES. In most of the SES offices that we visited, only individuals with dishonorable discharges are denied the special services of the Veterans Employment Representative. There seems, however, to be some variance among SES offices on this issue.

Concerning whether an ERC offsets the adverse effect of the discharge, one Veterans Employment Representative felt that the ERC was a definite plus while two others felt that it was a minus and shouldn't be brought up because it might raise questions not usually asked. The other three Veterans Employment Representatives didn't venture an opinion.

COMMENTS ON THE ERC PROGRAM

The SES office personnel agreed that if the ERC program were to be advanced, it must be publicized to the prospective ERC holders and employers that might accept them. Directives must also be sent within the U.S. Employment Service structure so that all personnel concerned with veterans would be adequately prepared to deal with inquiries about the ERC. The Assistant Regional Manpower Administrator interviewed stressed this and added the following:

> "Programs are successful only if: (1) They come down with emphasis; and (2) They come down with publicity. Then at the local level, the interpretation is given as to the particular need locally for the program."

Personnel from two of the offices stated that they wouldn't mind following up to see that a man got the certificate.

Concerning an expanded SES role in the ERC program, however, personnel from only one office said that they wouldn't mind actually issuing the certificates. Personnel in three other offices emphasized that they didn't want to issue certificates even with money and training to support such an endeavor. The other two office staffs did not commit themselves, although one had expressed a deep distaste for the program from the beginning.

INTERVIEWS WITH EMPLOYERS

While the Exemplary Rehabilitation Certificate cannot guarantee that an employer will hire an ERC holder, it was hoped that an employer would recognize the certificate as a valuable asset to such a man. To see whether this was the case and to see whether the ERC held any other benefits related to employment, it was necessary to contact a number of employers, especially those who had hired ERC holders, to get their assessment of the ERC Program. Interviewers were not to dwell on the attitudes of these employers, but, rather, on actual employment practices. In the substudy of employers these guidelines were followed by asking employers to explain the effect the military discharge had on employment and the influence the ERC had in overriding any adverse effect of that discharge.

One set of interviews was with employers of the ERC holders; one set was with employers who had not actually hired an ERC holder; and another set was with representatives of the NAB. Interviews within each set were compared to summarize agreements and differences between the employers. This section on results treats each set of interviews separately.

EMPLOYERS OF ERC HOLDERS

In the first group of interviews, the most important question was whether the ERC was of definite help with employment in known cases. Results indicated that this was not the case with the employers who knew of the ERC before hiring the certificate holder. After talking with the 17 employers interviewed, it was decided that three ERC holders who had reported in the holder questionnaire that they had used the ERC for their present job, had not really done so. In three other instances the ERC holder may or may not have used his ERC. With these deletions, in only 11 cases was it fairly certain that the ERC holder had actually used his certificate to get his job. In these 11 instances, six employers said that they would have hired the ERC holder without knowledge of the ERC, two additional employers said they probably would have hired the ERC holder without foreknowledge of the certificate, and another employer said he couldn't be certain whether he would have hired the man anyway. One employer said he *definitely* would not have hired the ERC holder had he not had the certificate and another said he *probably* would not have hired the man had he not had the certificate.

A further indication of the impression an ERC has on employers was shown by whether or not an employer remembers the certificate or has made a notation in the ERC holder's personnel record. Using this as a criterion for testing the possible impact of an ERC on employers, seven of the 11 employers made notation or remembered the ERC well. This indicates that the ERC at least could have entered into the deliberation process in seven of the 11 cases mentioned. However, even where the ERC appeared to be part of the deliberation process the majority of employers reported that their employee would have been hired regardless.

An indication of the relatively small impact of the ERC on the employers interviewed is that several were uncertain what to think of the ERC even though their employee had shown it to them. One man said, "What do they have to do to earn it? Must they do something special?" Others asked what a man received after getting the certificate. One can surmise from this, that even employers of ERC holders were generally ill informed about the certificate and desired some communication on the program.

The employers differed widely with respect to the checks they desired and made on prospective employees. Banks, for example, verified everything to minimize the possibility of later difficulties. Some employers, on the other hand, required little more than a man's signature. One item that is asked for often, however, is the applicant's military service and his discharge. Ten of the 17 employers said they asked this either on an application or through a personal interview.

Of these 10 employers asking for the discharge information, seven said that the person either would be barred outright or suffer because of the other than honorable discharge. Only one employer said the discharge didn't affect the employment at all.

To summarize, the majority of employers of ERC holders visited asked about the military discharge and considered it a relevant part of their pre-employment information. The majority of employers also reported that the type of discharge adversely affected the likelihood of employment depending on the reason for which the discharge was given. When it came to the ERC, these employers were rather uninformed and negative. Although most had taken note of the ERC, the majority said that it had little effect on the probability of employment. From the employer reaction, a conclusion could be drawn that if the employer doesn't ask about the discharge the ERC isn't needed; and if he asks for the type of discharge, he might not feel the ERC significantly helps a man's chances of employment.

EMPLOYERS OTHER THAN THOSE HIRING ERC HOLDERS

Most of the employers said the ERC would probably make no difference or would even hurt a man's chances of employment.

ERC would help, 6
ERC would make no difference, 6
ERC would hurt, 3
Don't know, 3

Replies that the ERC would help ranged from the statement, "I think it would be a great help!" to a statement of, "It won't completely offset the discharge, but I think that we would give it consideration. It would mean that the man made some sort of effort to get it. I think then that if he makes that effort he deserves something."

Replies that an ERC would make no difference ranged from the response, "I'm not sure it would mean a damn thing," to the statement, "To be quite frank, the ERC doesn't hold much for me."

Replies that the ERC would hurt were characterized in the following quotes, "Showing me that wouldn't mean a thing. I would still go through an entire investigation procedure. In fact, it might arouse greater curiosity in me." Another answered, "I would become more wary." (The three employers answering the questionnaire in this way were three of only four employers who hadn't asked for the discharge in the first place.) The three replies that the employer didn't know what the ERC might do reflected a feeling that the matter would have to be given more thought.

Of possible further interest is the fact that none of the 18 employers in this set of interviews had heard of the ERC before the visit of the HumRRO representative. Some had questions about the workings of the program, and others questioned the requirements for the certificate. Many recommended that publicity should be given to the program so they could evaluate it better.

The discharge seemed more important to these employers than to employers of ERC holders. Of the 18 employers, 14 asked at some time in the application process about the military discharge, and of these 14 employers, 12 said that a "bad discharge" would have a definite effect upon the applicant's chances for employment. Only one said that the discharge wouldn't affect the man's chances for employment at all while the other abstained from making a comment. These employers are like the employers of ERC holders mentioned earlier, even though they are more negative.

NAB INTERVIEWS

The interviews with personnel from the National Alliance of Businessmen consisted of five wide-open discussions of the entire ERC program. In this way, the interviews were different from the employer interviews previously mentioned. The NAB discussions were more comprehensive because their representatives spoke as knowledgeable informers of the whole business community instead of a particular company. The NAB representatives spoken to were committed to the employment of veterans. Their comments were many and varied; several of their ideas will be discussed and miscellaneous comments added.

First of all, several comments indicated that the military discharge is important mostly with large organizations and would probably be asked for only if a formal personnel department governed the hiring within a company. Another comment was that usually only large companies put restrictions on applicants. Both of these factors were said to make the selection process easier. Regardless of the reason, some interviewees felt that the man with a "bad discharge" would be hurt in the process.

Another common idea about factors hurting men with "bad discharges" was that the type of discharge would gain or lose importance with employers depending upon the job market. The reasoning was that if a critical market existed, then the employers would be forced to lower their standards and accept whomever they could get; on the other hand, in a market with an abundance of workers to fill the necessary jobs, the employer would be able to "pick and choose" more than in a critical market. In this latter case, it was thought that employers would probably bar someone with a "bad discharge" if a man with a more "desirable discharge" were available.

Speaking of the effectiveness of the ERC in offsetting the adverse effect of the discharge, one NAB representative said, "I'm curious why a man would like to get one of these in the first place. It seems to me his work record is tantamount to the certificate." A number of employers concurred in saying that they would check on a man regardless of the certificate. If this were the case, the certificate would be superfluous as far as employers were concerned.

Several NAB personnel questioned the ERC further when they mentioned that the certificate might even hurt an ERC holder if he showed it to an employer who hadn't asked about the discharge in the first place. In this case, the certificate can only raise questions in the mind of an employer that quite probably wouldn't have arisen in the first place.

Some NAB comments centered around the idea that the word "rehabilitation" might stigmatize a man. One NAB representative said, "This would be the 'kiss of death' just because of rehabilitation. What is he supposed to be rehabilitated for? . . . If I were an employer, [I] would be starting off with a question in my mind." Another NAB representative said, "The title implies something is wrong with you. Why give an employer a reason for not hiring you? The ERC would prejudice the employer."

Several NAB personnel viewed the government as the prime conservative element holding these men back. Several cases were cited to the interviewers in which the government, which only accepts general and honorable discharges for employment, refused to hire a man with a general discharge. They believed that the government ought to establish a policy accepting the ERC, and that would lead the way for other employers to follow.

A general recommendation given in the NAB interviews was that it might be wise to publicize the ERC program more if it is to continue. During one interview, it was suggested that the SES offices publicize the program to the veterans and that the NAB offices publicize the program to employers.

Another suggestion was to send an information sheet with the ERC (preferably on the back) so that the employer could tell precisely what the individual did to receive his certificate. It was also suggested that an address (where they could receive particulars about an ERC holder) be given to employers on the information sheet.

Other views concerned recommendations for changing the requirements of the certificate. There was skepticism about the need for notarizing (a difficult process for many), the police check (an intimidating factor for the poor and minorities), and the character and employer references (an embarrassing process).

To summarize, the NAB personnel interviewed questioned the very need for the ERC, the beneficial effects it supposedly has, and the manner in which one qualifies to receive it. The interviews gave several interesting possibilities as to how the certificate might be altered to achieve more results if the certificate is to be kept and have a viable impact on the business community.

STUDY OF ORGANIZATION SUPPORT FOR THE ERC

Interviews were held with representatives of three national organizations officially committed to helping ERC applicants, and three other organizations actively concerned with helping veterans, but not officially committed to assisting ERC applicants. The purpose of these interviews was to see just how familiar organizations providing assistance to veterans were with the ERC program, and to find out what their attitudes were toward the program.

ORGANIZATIONS OFFICIALLY SUPPORTING THE ERC PROGRAM

The three organizations interviewed, which were committed to assisting ERC applicants, indicated that "a small number of cases" had been dealt with since the inception of the ERC program. As an explanation for this, each organization explained in its own way that veterans don't come to them about the ERC and that they don't go to the veterans about it either. One official remarked, "Our experience with the ERC really isn't great. We really haven't pushed it. We haven't done a whole lot to publicize it and I don't think the others have either." In essence, then, the experience of the supporting organizations with the ERC is slight and is not part of a concerted effort to promote the program.

One reason why these organizations haven't actively aided the program is because the officials in charge look upon the ERC as the last alternative if the discharge can't be changed and/or veterans benefits can't be obtained. One official said, "Our experience is rather clear. Generally speaking, the man has the record or he doesn't. Therefore the helping isn't the problem . . . to help obtain a change of the discharge is far more important, though, and we try to do that. I'm sure this is true of all the helping organizations." All the officials who were visited reported that they tried first to change the discharge, because they felt that this was more important to the man, and when this looked impossible, and veterans benefits had been denied, they aided some veterans in applying for an ERC.

When solicited about the ERC by a veteran, the helping organizations may have been ill-prepared to help the man with his petition. Many field representatives of these organizations are not well-informed about the program. However, they can find the particulars they need either through reference to organizational manuals or through reference up the chain of command. Many officials admitted, however, someone coming into a field office asking about employment help would probably not be told about the ERC at all.

The major recommendations voiced by these organizations centered around the need for publicity to potential applicants and employers. Officials from each organization said that they could publicize the program to veterans themselves, but that "the DOL, with its 2,400 offices, could publicize it better." Another recommendation offered by an official was " . . . there are not so many holders that we couldn't follow up on an individual basis." This last idea is of particular interest in that it expresses the idea that supporting organizations could possibly help the ERC applicant by first helping him get the certificate and then helping him get a job.

These organizations support the ERC program for a variety of reasons. They expressed some of them in the following sequence of quotations, "There is nothing uniform about military justice . . . a lot of times there isn't much justice to it." "Even a General Discharge is a bad discharge as far as employment goes." "Many of these men fought well for the time they spent. If his military service is good . . . he deserves some representation."

OTHER ORGANIZATIONS

The three other organizations studied have had no experience with the ERC. After this was determined at the beginning of each interview, the officials present were informed about the program by means of the DOL pamphlet about the ERC. It was through this informing process that some of their feelings about the program were revived and expressed. One official said, "I remember having the same negative reaction about it when I first heard of it as I do now." This was explained in the following two major concepts:

(1) A man needs help immediately after discharge.

(2) If a man does become qualified, the ERC will be redundant. "The first three years will make him or break him. If he does hack it, he won't need the ERC . . . if he doesn't hack it, he can't get it anyway."

All personnel contacted in the opposing organizations felt that the greatest need for immediate help was with employment. They thought that a man was being asked to fend for himself at a critical three years when he has no support from his employment background and no advocate to plead his case. Personnel from one agency remarked that this, in essence, forces the man to get employed in a menial job that doesn't ask for the discharge. The man would then be locked into a low status and low paying job that didn't give a good reference for more substantive employment. The man being caught in this cycle would therefore be left without much hope or opportunity to rise above his present level.

The idea that the ERC is superfluous relates to the idea that this man's first break is his key to success after having received a "bad discharge." This reasoning, already expressed in another section, is that if a man can get a job that will give him a reference, then he can, of course, get the ERC, provided that the rest of his record is good. This same reference also will allow the man to go on to another job, because it shows the man has an acceptable work record. Once again, if the man has a reference to get the certificate, then he also has a reference to get a job.

Some personnel in these organizations voiced the idea the ERC could even be harmful. They reasoned that employers either ask or don't ask for the discharge. If they don't ask, the certificate can only bring up questions that possibly hurt the man's chances for employment; if they do ask, the term "Rehabilitation" might induce the employer to ask what the man was rehabilitated for. In either event, if the reasoning is correct, the initial reference the man has will prove adequate for getting a job and less likely to be detrimental to his employment chances.

If the ERC program is to be continued, the foremost recommendation given in these interviews was to change the name of the certificate. The police reference was also mentioned as an obstacle, because many people don't want to appear before the police even if they are innocent of any wrongdoing.

STUDY OF ERC PROGRAM ADMINISTRATION

Because no special appropriation was provided for the ERC program, it is funded from general program funds. Based upon conversations with Department of Labor officials, it appears that financial resources for the ERC program were allocated considering other program priorities, and only a modest effort was indicated; hence only limited publicity, staff, and administrative resources were utilized in support of the program.

Publicity for the program has been limited. The only publicity the program has received thus far consists of a news release issued at the inception of the ERC program, and DOL brochure describing the program (see Appendix B for a copy of the brochure).

The news release resulted in a brief period of nationwide publicity when the program began. The brochure, however, is the only continuing source of publicity. It is provided to those requesting information on the ERC.

In 1972, a number of agencies or organizations wrote in to the Department of Labor requesting information on the ERC program: There were 15 requests from military agencies, seven from the offices of senators and congressmen, one from a Red Cross office, one from a Community Legal Assistance Center, and two from state employment service offices. (Both the SES requests were probably stimulated by our visits.)

The year-by-year activities of the ERC program are summarized in Figures 1, 2, and 3 and the activities for Fiscal Year 1972 are in Table 31. A total of 713 certificates were issued as of the end of Fiscal Year 1972, 495 of these in Fiscal Year 1969 or earlier. For the last three years, about 70 certificates have been issued each year, or an average of about six a month. Since the beginning of the program, 24 applications have been disapproved and 63 ruled ineligible.

The processing of applications and requests for information is carried out in the Division of Immigration and Rehabilitation Certification in the Department of Labor's Manpower Administration by a clerk (half time) and by a professional (half time). The applications recommended for award of the certificate are reviewed by the Chief of the Division of Immigration and Rehabilitation Certification and by the Director of the Office of Technical Support Services for the United States Employment Service. Two additional officials review applications recommended for disapproval: the Associate Manpower Administrator for the USES and the Deputy Assistant Secretary for Manpower and Manpower Administration.

When an application is received by the Department of Labor, it is checked to determine whether or not the individual is eligible by law to be considered for the certificate. (Grounds for ineligibility include: less than three years since leaving the military service and an honorable discharge.) It is then determined whether the application is complete, and, if not, the sender is requested to supply the missing statements or information. Fingerprints are sent to the FBI for a report on arrests and conviction, and in some cases it is necessary to write to local police departments for a check of records. A one-page summary of the information contained in the application is prepared with a recommendation for approval or disapproval. If the final recommendation is to deny the certificate, a letter is sent to the applicant notifying that disapproval has been recommended and that he has 30 days in which to appeal the recommendation. If the certificate is approved, the applicant is sent a signed copy of the certificate together with a letter from the Secretary of Labor congratulating him and informing him that "special job counseling and job development assistance are available" to him. (See Appendix B for a copy of this letter.)

Most of the disapprovals for granting the certificate are based on records of arrests and convictions. The breakdown of reasons for the 24 denials is:

Arrests and conviction, 18 cases
Mentally ill (psychiatrist's diagnosis), 4 cases
Unemployed for 12 years, 1 case
Poor work habits, drunk at work, 1 case

Two estimates of application processing time were derived from the records. Based upon 71 records sampled from FY 1967, 1968, and 1969, the median time taken to issue the certificate from the time of receipt of the application was about 12 weeks. (This period includes the time it takes to request and receive records checks and/or additional information needed from the applicant.) The median time for the professional to process the application and prepare the summary and recommendation was estimated to be 2 1/4 hours based on a time log. (During 1967, professionals processing ERC applications were

Requests for Applications

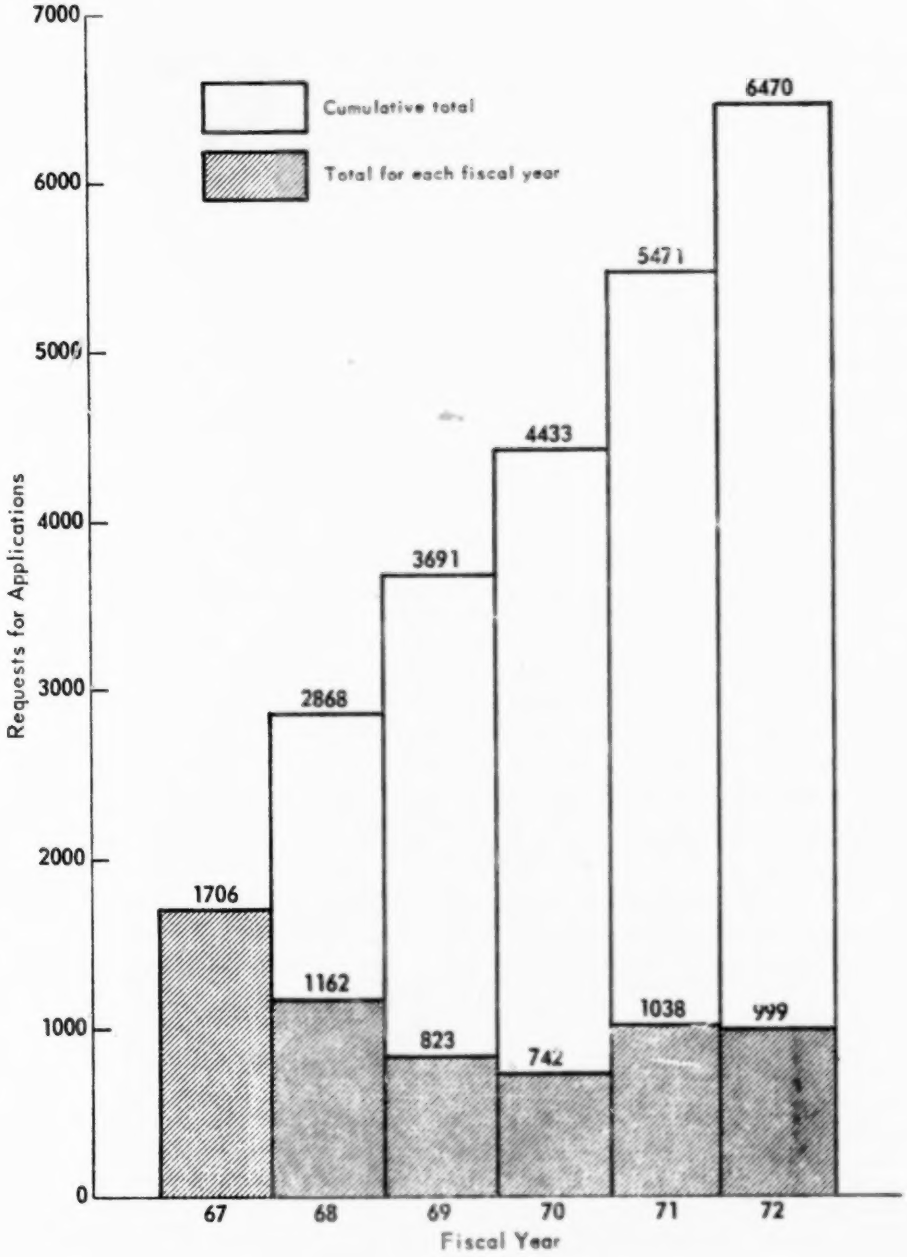

Figure 1

Application Packets Received

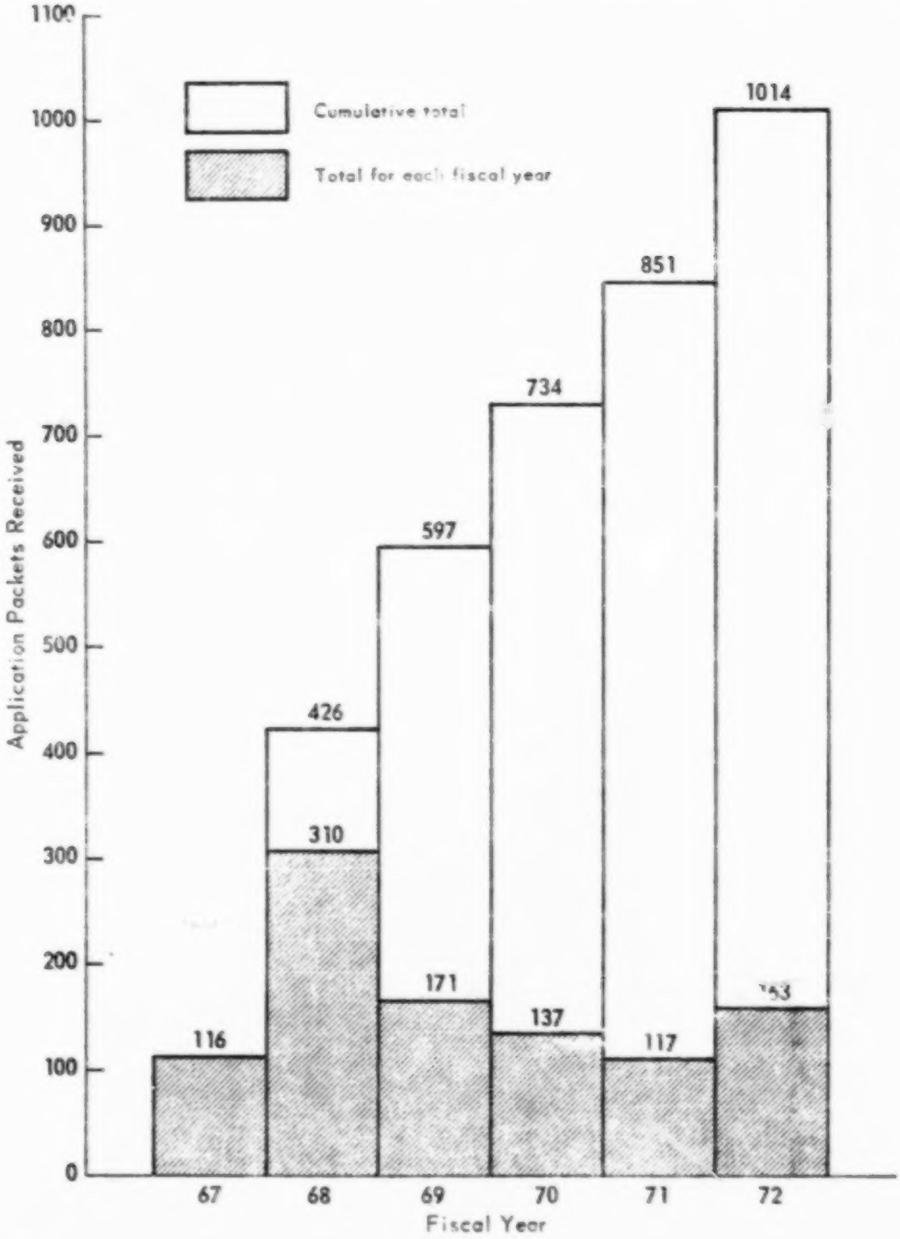

Figure 2

Certificates Issued

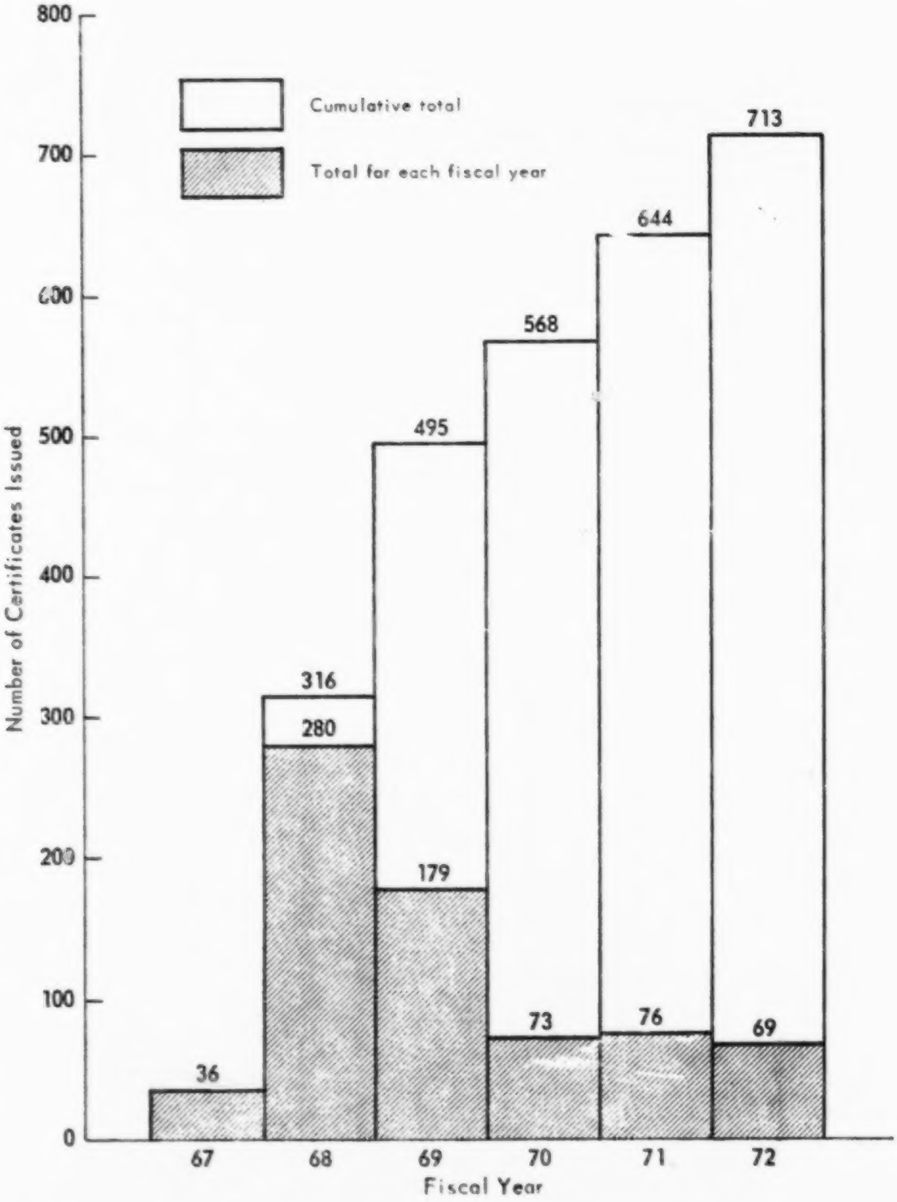

Figure 3

Table 31

Exemplary Rehabilitation Certification Activity During FY 1972

Item		FY 1972	Cumulative Total[a]
Request for applications		999	6470
Applications mailed		1607[b]	8827[b]
Applications received		163	1014
Applications in process		123	xxx
Awaiting further information	98		xxx
Active	25		xxx
Applications ineligible		18	63
Applications disapproved		3	24
Applications withdrawn		42	91
Certificates issued		69	713
Congressional inquiries		49	183

[a] Since passage of the law on October 15, 1966.

[b] Several applications may be mailed to an organization as the result of a single request, hence "Applications Mailed" is greater than "Request for Applications."

asked to log time spent on each application. The median time of 2 1/4 hours is based upon the total time logged on 66 applications. It should be noted that this estimate does not include clerical time nor the time of officials reviewing the recommendation.)

Six national organizations agreed to accept an official role of assisting applicants for the ERC. The Department of Labor information to applicants stated these organizations would assist them with their application. In some 118 cases, the applicant had a representative who corresponded with the Department of Labor regarding the application. These organizations and the number of applicants they have represented since the initiation of the program (according to Department of Labor records) are as follows:

American Red Cross, 25
Veterans of Foreign Wars, 10
Disabled American Veterans, 3
Catholic War Veterans, 1
American Veterans of WW II, 1
Jewish War Veterans of the U.S.A., 0

Some men were represented by other veterans organizations:

American Legion, 20
Veterans Administration, 1
American Veterans Committee, 1

Chapter 4

DISCUSSION AND CONCLUSIONS

The objective of the investigation was to examine the actual benefits holders of ERCs have received in seeking or retaining employment and to analyze the operation of the program. Accordingly, evidence for the actual benefits obtained by ERC holders is given in the first part of this chapter, followed by an examination of the way in which the certificate is applied for and issued. The chapter ends with conclusions about the employment benefits of the ERC program.

EMPLOYMENT BENEFITS OF ERC

Since the Exemplary Rehabilitation Certificate is issued by the Department of Labor to assist ex-servicemen in gaining employment, it would seem that those applying for the certificate are in need of employment assistance. Actually, most (80%) of the applicants were employed at the time they applied for the certificate, and one ERC holder in three had not looked for a job since obtaining his certificate. Also, most decided to obtain an ERC for a reason other than obtaining employment help. (Nonemployment reasons for seeking an ERC are given in a later section.) The certificate requirements actually act to screen out many of those who need employment assistance—the applicant must be out of the service for at least three years and must be able to obtain employer references for all employment during the three-year period. It was frequently pointed out to the research staff, by organizations providing job assistance to ex-servicemen (Veterans Employment representatives, the staff of the U.S. Veterans Administration Veterans Assistance Center, staff of National Alliance of Businessmen, and others) that this three-year period is when employment assistance is needed most, and that if a man can make it for three years he probably doesn't need job help. An NAB representative said: "The first three years will make him or break him. If he does hack it, he won't need the ERC . . . if he doesn't hack it, he can't get it anyway."

HELP FROM THE STATE EMPLOYMENT OFFICES

Few of the ERC holders applied with the idea of help from the state employment offices in mind. Of those who have sought employment since receiving the ERC, half have visited public employment offices. Some of those who reported visiting a SES office did not show the ERC (30%), and half of those showing the certificate reported receiving help principally in determining what kind of work the individual was best suited for, and in contacting employers.

When an ERC holder goes to a state employment office to receive the special job-counseling and job-placement help promised in the ERC information sheet and in the letter accompanying the certificate, he may be disappointed. One ERC holder reported, "I was given the impression that the ERC was not important; that all were entitled to job or employment help." Another wrote: "Employment office knew nothing of it or any preference. No help."

HumRRO staff members' visits to the six employment offices confirmed that the ERC applicants there would receive treatment no different from that which they would receive without the certificate. Information gathered in several substudies suggests that an ERC holder may, in fact, be more likely to get extensive assistance at a SES office by showing his "bad" discharge than by producing his Exemplary Rehabilitation Certificate. As a holder of a "bad" discharge, he could be viewed as a disadvantaged person and, as such, deserve special attention.

THE ERC AS A HELP IN APPLYING TO EMPLOYERS

Half the holders of the ERC who have applied for work since getting the certificate have never shown the ERC to an employer, even when asked about their discharge. Usually, they either didn't want the employer to know about the discharge or thought the ERC would not help. One ERC holder explained why he didn't show the ERC, "Did not want anyone to know I even needed one." Another holder commented that he had "a very good reference from previous job." Another wrote, "Have been afraid of using it because of getting turned down on a job because of it." A fourth man explained his reluctance to show the ERC, "most prospective employers do not have any idea what it's for."

After showing the ERC to 18 employers who had never seen it before and eliciting their reactions, we concluded that the reluctance of the ERC holder to show the certificate was well founded. Most employers said that their reactions to a man showing an ERC would be, "What did he do that he had to be rehabilitated?" and "What does this certificate mean?" The name of the certificate usually plants doubt in the employer's mind and beyond the words printed on the certificate, "at least three years of good conduct" there is no clue as to how the certificate is earned.

Even those who had hired men with ERCs were often found to have no clear idea of how the certificate was earned. The burden of explaining the certificate is placed on the applicant. Some obtain help by showing the letter from the Secretary of Labor that accompanies the certificate (Appendix B); but even this letter does not explain how the certificate is earned. Calls to local offices of the Veterans Administration and the U.S. Employment Service, the obvious information sources, are, also, not likely to yield information about the certificate.

Of the men who did show the certificate to their employer, half thought that it did help them. One man reported, "I applied for a job with [a nationally known chemical firm]. They said I had to get ERC. I had the job if I got ERC." Another ERC holder reported, "The ERC gave me the necessary confidence to step forward to apply for a job. As far as the employer, I found that it made no difference."

The following are typical comments of those who found that the ERC did not help:

— "I was turned down. I found it was not worth the paper it was printed on."

— "As a former unemployed aerospace engineer, I have found the ERC to be totally ineffective—either by utilizing the state employment facilities or by direct interview situations themselves. In fact, your office (Department of Labor) has let me down by not granting a request to use the Technology Mobilization Reemployment Program, solely on the basis of ERC provisions."

— "No help to me whatever, it was just like my dishonorable discharge."

Interviews with a few employers of ERC holders suggested that the ERC would have only a slight influence on the decision to hire. All but one of these employers said that they would have hired the man even if he did not have the ERC. Some had noted the ERC in the personnel files, indicating that it did enter into their deliberations. The 18 other employers (not employers of ERC holders) listened to our explanation of the ERC and indicated that it could be a plus in considering a candidate. However, they often pointed out that it was redundant, since many of them routinely obtain references from previous employers and a police records check.

Concerning the ERC and its effectiveness in offsetting the adverse effect of the discharge, one National Alliance of Businessmen representative said, "I'm curious why a man would like to get one of these in the first place. It seems to me his work record is tantamount to a certificate." Another NAB representative said, "The title implies something is wrong with you . . . Why give an employer a reason for not hiring you?"

One holder in five applied for the ERC with the hope of obtaining a government job. But the check of the descriptions of current occupations indicated that very few currently hold government jobs, and none are employed by the federal government. Some Veterans Employment Representatives and National Alliance of Businessmen staff members said that, based on their experience, the state and federal governments were especially likely to discriminate against an applicant who had not received a general or other than honorable discharge from the service. They doubted that the ERC would have any impact on government employers. A recently completed Department of Labor study[9] provides indirect support for the charge that government employers are especially likely to discriminate against those with general and other than honorable discharges. This study found that arrest records not necessarily accompanied by convictions, are grounds for not hiring; it is reasonable to assume that an other than honorable discharge would have at least as detrimental an effect on hiring.

OTHER JOB BENEFITS OF THE ERC

A small number of respondents (2%) did indicate that the ERC has been of benefit to them in retaining their job or obtaining a job promotion.

One certificate holder, when asked if he thought the ERC had been of any use, commented, "Yes, of the 16 hired with me, I'm the only one left." Another said, "When my company learned that I had an ERC application in, they gave me a raise—they figured I could get a better job."

ERC BENEFITS NOT DIRECTLY RELATED TO OBTAINING A JOB

SUPPORTING MATERIAL FOR REQUEST FOR CHANGE OF DISCHARGE

The reason certificate holders gave most often (58%) for applying for an ERC was "as proof of good conduct that could be shown to the military discharge review board." The most commonly mentioned way that the ERC has actually helped was "supporting request for change of discharge" (28%). When asked what they would like the ERC to do for them, over half wrote that they wanted the ERC to help change their military discharge. Most holders said that, at first, they actually thought that receiving the ERC would change their discharge. The most common reason given by inquirers for not following through with an application was that they found out that the ERC would not change their discharge.

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[9] Herbert S. Miller. "The Closed Door. The Effect of a Criminal Record on Employment With State and Local Public Agencies," Department of Labor study, Washington, June 1972.

This belief that the ERC would change the military discharge or would assist in changing it is contradicted by information given to those applying for the certificate, and the public law states that an ERC will not alter the discharge. For several years, legislative bills for issuance of a rehabilitation certificate by the Department of Defense were blocked; seemingly, the Department did not want the job of issuing a certificate that could be construed as modifying the kind of discharge. Nevertheless, there are grounds for an applicant believing that the ERC can assist in changing the military discharge; they are told that a copy of the certificate will be forwarded to the Department of Defense for insertion in their military records and possibly assume that if the certificate is part of their military records, it can assist them in military review board hearings.[10]

The representatives of organizations officially helping ERC applicants all took the position that an ERC should be recommended only after the man had attempted and failed in efforts to change his discharge. The ERC holders thought of their certificate largely as a possible means to a changed discharge. The recently discharged servicemen with other than honorable discharges reacted strongly when told that the ERC would not change the discharge. "What use is it? Why would I want it?" they asked. The businessmen and the employment office personnel pointed out the primacy of the military discharge.

An ERC holder commented on his experience with the certificate: "The ERC didn't mean nothing. They looked at my discharge and that counted more." Another certificate holder remarked: "The only time I really wanted to use it was with (name of company withheld) and they said they're sorry, they only take people with an honorable discharge and I tried to explain what I knew about the certificate, and he said he'd look into it and call me back, but he never did."

SELF-SATISFACTION AND EXPIATION

Some ERC holders who had never shown their certificate to employers or to a military discharge review board or used the certificate in any way, felt that the certificate had been of some benefit to them. One such ERC holder explained in a depth interview that his wife was ashamed of him because of his discharge and asked what his sons would think. He reported that after he received the ERC, there was "peace around the house." Some 8% of ERC holders said that the benefit of the certificate to them was in a feeling of "self-satisfaction" and "self-confidence."

Another holder stated, "After going to war and putting in three years on a coal-burning destroyer, I felt I ought to get some credit. I just wanted a name clearing."

Still another commented, "My own satisfaction is biggest help. Knowing someone else cared enough to let me apply for it."

---

[10] The instructions and policy statements issued by military review boards, typically rule out postservice evidence. For example, the instructions for petitioning the Navy Discharge Review Board state that "evidence submitted to show postservice rehabilitation and civilian good conduct cannot be considered as a basis for changing or modifying a discharge." However, a Washington, D.C. attorney, who has represented a number of clients before military discharge review boards, stated that postservice conduct is considered in some discharge review hearings, however, particularly those where an administrative discharge (e.g., general, undesirable) is given after a diagnosis by a military psychiatrist of a character disorder (e.g., immature personality, passive-aggressive personality). The counsel for the individual attempting to have such an administrative discharge changed will sometimes base his case largely on postservice behavior. In addition, the Air Force Discharge Review Board (said to be the most liberal of all the military services in discharge review) has been known to instruct petitioners to bring evidence of good conduct to the board, including statements from employers, a police record check—in fact, very much the kind of evidence that is incorporated by the ERC.

APPLYING FOR AN ERC

After this examination of the evidence showing what the ERC does for those who have it, we will consider how ex-servicemen learn of the existence of the ERC program, what they are required to do to earn a certificate, where they can get help with the application, and how ERC applications are processed.

INFORMATION ABOUT ERC GIVEN TO PROSPECTIVE APPLICANTS AND TO AGENCIES ASSISTING EX-SERVICEMEN

Representatives of veterans assistance organizations other than those from organizations that agreed to assist ERC applicants (see p. 6), were astonished when told of the ERC program. They wanted to know why they had never heard of the ERC and whether the program had actually been in existence for six years. In the 6 SES offices, also, the program was usually little known to the point that if an ex-serviceman came into a SES office asking about the ERC, he would probably have difficulty in getting information about the program. It is extremely unlikely that he would find a copy of the Department of Labor information sheet on the ERC in the rack of pamphlets in the office.

The ERC program has not been well publicized. The news release announcing the initiation of the ERC program led to a brief burst of national press coverage. This original newspaper coverage accounts for a great number of the early ERC applications. Later applicants learned of the program mainly from military discharge review boards, as a result of inquiries to Congressmen, or in response to inquiries to the Veterans Administration.

REQUIREMENTS FOR OBTAINING AN ERC

In order to apply for an ERC, the ex-serviceman must have a general or other than honorable discharge, must be out of the military service for at least three years, must fill out an application form, must obtain statements from employers and people who know him, and he must go to the local police for fingerprinting and a record check (see pp. 5,6).

The three-year postservice time requirement has been overlooked by a number of those applying. Approximately 60 men have completed applications and mailed them to the Department of Labor only to be declared ineligible because of insufficient postservice time. The information sheet for the ERC (Appendix B), does not give a clear statement of the required time that an applicant must be out of the military service, although the requirement can be inferred from the information printed on the certificate itself.

Certificate holders generally do not question the three-year postservice requirement. Those working to assist ex-servicemen do often question this requirement, pointing out that a man needs employment help immediately after he leaves the military service. However, in order to issue a certificate of good conduct, there must necessarily be some period in which good conduct is demonstrated.

Employer and character references are reasonable requirements for obtaining a certificate of good conduct, but many of those who have wanted to apply have been unwilling because they felt that obtaining such statements would cause them to lose their job or damage their reputation in their community. Comments from ex-servicemen who decided not to complete the ERC application illustrate this fear.

(1) "Even if people do not know about your discharge, you have to tell them about it to fill out the forms. The purpose should be to find out about your character and other related items. How can you become a useful member of the community when

you have to let the leading members and friends know about things that they most likely would never know about anyway?"

(2) "Didn't want to ask people who thought I had received honorable discharge for help in obtaining ERC. References readily available, as am active in civic affairs and fraternal organizations but all assumed I had honorable discharge. Felt this attitude was worth more than ERC."

(3) "Employer did not know of discharge—would cause my discharge from work for falsifying employment record."

A study of the forms for obtaining character and employer references (Appendix B) suggests why having them filled out could cause embarrassment and even harm to the applicant. On each form appears the following explanation:

> "Public Law 89-690 authorizes the award of an Exemplary Rehabilitation Certificate by the Secretary of Labor to certain ex-servicemen discharged or dismissed from the Armed Forces, provided it is established that such person has rehabilitated himself, that his character is good, and that his conduct, activities and habits have been exemplary for at least three years prior to date of his application for the certificate."

This statement, together with the name of the certificate, clearly implies that the applicant has committed some grave misdeed. Consequently, it is likely to arouse curiosity and suspicion.

Concerning the name of the certificate, one ERC holder wrote: "Its present name makes us sound like we are ex-criminals or drug addicts." Another holder suggested: "Remove the word 'rehabilitation.' It tends to imply a crime was committed to rehabilitate from. AWOL to save my home from being sold for taxes was not a crime in any sense."

It should be possible to obtain character and employer references without including these statements that prove so embarrassing to the applicants.

The police check was objected to by 13 of the 21 recently discharged servicemen interviewed, though it drew very few objections from the ERC holders. A number of the ERC inquirers reported that they didn't file because of not wanting to go to the police. A police sergeant interviewed suggested that a direct request from the Department of Labor for an applicant's record would simplify the application. He pointed out that a request from a government agency is a frequent occurrence for a police department, but that it is unusual for an applicant to obtain his own record check. He indicated that some police officials might be reluctant to give out this confidential information to the applicant himself.

THE ORGANIZATIONS OFFICIALLY HELPING ERC APPLICANTS

Six national organizations agreed to assist ERC applicants, but few ERC holders report receiving assistance from these organizations, and only a small number of ERC applicants have called upon these organizations to represent them in dealings with the Department of Labor concerning the ERC. Representatives of the different organizations told us that although they did not publicize the ERC program, they might mention the ERC to a man they had been helping if the attempt to change his discharge proved unsuccessful. Even though all applicants are told of these helping organizations, one inquirer in seven claimed that he could have filled out the forms and gotten statements if he had someone to help him. One recently discharged serviceman, when shown the list of national organizations assisting applicants, commented, "These organizations are not for me." Perhaps a number of others feel this way also. Another holder reported that he went to the Red Cross (one of the official helping organizations), and that they did not know anything about the program. Although the investigation did not cover how well prepared the staff of local offices of the national organizations are to answer queries about the ERC program, the impression from interviews with representatives was that the local offices are not prepared to give quick answers to questions about the ERC program.

PROCESSING OF ERC APPLICATIONS

After studying the processing of applications in the Manpower Administration of the Department of Labor, there is little to criticize in this aspect of the ERC program. The summaries on the applicant files were clear. They demonstrated careful study of the applicant materials. Perhaps it would be helpful if the applicants were mailed a post card acknowledging receipt of the application materials. There seems to be adequate provisions for review of recommendations and appeal of decisions.

It does not seem that anything would be gained by having the certificate issued by local SES offices. Increased expenses and variability in the quality of application processing would be a likely result, and most of the six SES managers interviewed were opposed to issuing the ERC from the local offices. An expanded role of the SES offices in publicizing the program and assisting applicants seems highly desirable.

Increasing the publicity for the ERC program would most likely result in a great increase in the response to the program. The amount of increase would be rather difficult to predict though, because of the complexity of the variables involved (e.g., how much publicity, media mix, etc.). The number of applications and inquiries would, in all probability, at least double. This assumption is based upon the fact that nearly twice as many applications and inquiries were received in the year following the news release on the ERC program as are currently being received. Considering the number of individuals with general or other than honorable discharges, the number of ERC applicants could conceivably increase tenfold.

CONCLUSIONS ABOUT EMPLOYMENT BENEFITS OF ERC

Holders of exemplary rehabilitation certificates have obtained few benefits in seeking and retaining employment. Only 11% report that the certificate has helped them to get jobs.

Several factors explain the small number of holders receiving employment help with their certificate. Many holders have never had occasion to apply for a job since obtaining the certificate. Of those who have sought work, many have avoided using the certificate. Those who do show the certificate will probably find that employers and employment service personnel do not understand the certificate, and that after seeing the certificate, employers tend to become concerned with what created a need for rehabilitation.

We found no evidence that the certificate does, in fact, entitle the holder to "special job-counseling" and "special job-placement assistance" at public employment offices, as stated in Public Law 89-360. From visits to six employment offices and from other sources, we concluded that a man visiting an employment office with an ERC will obtain exactly the same job help he would obtain without the ERC.

Volume II. Verbatim Comments, Data Collection Instruments, and Related Materials

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Appendix A

FEDERAL REGISTER NOTICE OF PUBLIC LAW 89-690 AWARDING EXEMPLARY REHABILITATION CERTIFICATES

Federal Register Notice of
Public Law 89-690
Awarding Exemplary Rehabilitation Certificates

Title 29 -- LABOR
Subtitle A -- Office of the Secretary of Labor

Part 26 -- EXEMPLARY REHABILITATION CERTIFICATES FOR EX-SERVICEMEN

In the March 3, 1967 issue of the Federal Register (32 F.R. 3710), there was published a proposal to issue the above entitled regulations. Interested persons were invited to file statements of data, views, or argument in regard to the proposals. After consideration of all such relevant material as was presented, I have decided to and do hereby establish a new 29 CFR Part 26 to read as set forth below.

As the only functions of these regulations are to establish procedure and policy, delay in their effective date is not required (5 U.S.C 553(c)). Accordingly, they shall become effective upon publication in the FEDERAL REGISTER.

The new regulations read as follows:

Sec.
26.1 Purpose and scope
26.2 Application for certificate
26.3 Information in applications
26.4 Consideration for issuance of certificate
26.5 Matters to be considered
26.6 Denials
26.7 Replacements

AUTHORITY: The provisions of this Part 26 issued under Sec. 1577, 80 Stat. 1017.

26.1 Purpose and scope.

(a) Public Law 89-690 amends Part II of Subtitle A of Title 10, United States Code, in that it authorizes the award of Exemplary Rehabilitation Certificates to any person discharged or dismissed from the Armed Forces under conditions other than honorable, or who received a general discharge, upon his being able to establish that he has rehabilitated himself and that his character, conduct, activities, and habits since he was so discharged or dismissed have been exemplary for at least 3 years.

(b) The Act does not affect, change, or supersede the previous discharge in any way, nor would it allow any veterans' benefits to which the individual would not otherwise be entitled. It would allow these persons to receive special counseling and job development assistance through the national system of public employment offices.

26.2 Application for Certificate.

Any person desiring to apply for an Exemplary Rehabilitation Certificate may do so by filing an application form prescribed by the Department of Labor. The form may be obtained from and should be filed with:

> *Bureau of Employment Security, U.S. Department of Labor, Washington, D.C. 20210,
> Attention: XRC.*

26.3 Information in Applications.

The application referred to in 26.2 requires, among other things, that the applicant:

(a) Submit the prescribed form to his present employer, if employed, to be completed with regard to the applicant's general reputation and employment record, notarized or witnessed and returned by the applicant;

(b) List the names and addresses of all prior employers for at least 3 years preceding the date of application;

(c) Submit on a prescribed form a set of fingerprints to be used for positive identification purposes;

(d) List all prior addresses for the preceding 3 years, in order that certified statements from chief law enforcement officers of towns, cities, or counties in which the applicant has resided may be received attesting to his general reputation, so far as police and court records are concerned;

(e) Provide notarized or witnessed statements from not less than 5 persons, other than relatives, attesting that they have personally known him for at least the three years preceding the date of application as a person of good reputation and exemplary conduct, and the extent of personal contact they have had with him.

26.4 Consideration for Issuance of Certificate.

(a) The Administrator of the *Bureau of Employment Security* or his authorized representative may consider an application for, and issue to that person an Exemplary Rehabilitation Certificate if it is established to his satisfaction that such person has rehabilitated himself, that his character is good, and that his conduct, activities and habits since he was discharged or dismissed have been exemplary for a reasonable period of time, but not less than 3 years prior to the date of application.

(b) The Administrator shall supply a copy of each such Exemplary Rehabilitation Certificate which is issued, to the Secretary of Defense, who shall place such copy in the military personnel record of the individual to whom the certificate is issued.

26.5 Matters to be Considered.

Matters to be considered in determining whether a Certificate is to be issued may include the following:

(a) All material submitted in accordance with 26.3:

(b) The nature of the previous discharge and the reasons for it;

(c) The certified statements received from the chief law enforcement officers in the applicant's locale, as to his conduct for the previous 3 years;

(d) Federal Bureau of Investigation reports obtained through examination of the applicant's fingerprints;

(e) Such independent investigation as the Administrator may make, or as may be made by utilizing the services of the Civil Service Commission.

26.6 Denials.

(a) If the Administrator of the *Bureau of Employment Security* or his authorized representative has reason to deny an application for an Exemplary Rehabilitation Certificate, he shall send the applicant a proposal to deny the certificate together with a statement of the reasons therefor.

(b) Within 30 days following the issuance of a proposed denial, the applicant may request that further consideration be given to the matter. Such request shall be mailed to the Administrator, Bureau of Employment Security, U.S. Department of Labor, Washington, D.C. 20210 Attention: XRC*. It shall state the reasons why he feels the proposed denial is improper and may include any documents which he may wish to have considered. If the applicant wishes to appear in person or by counsel regarding this matter, he should so state in his request and should indicate whether he wishes to be heard in Washington, D.C., or at the nearest regional office of the U.S. Department of Labor. Thereafter, he will be notified of the time and place at which he will be heard and the officer who will hear the applicant's presentation and make recommendations to the Administrator.

(c) If no request for further consideration is made in accordance with paragraph (b) of this section, the proposed denial shall become the final action of the Department of Labor.

(d) Following the close of these proceedings, the entire record shall be considered and the Administrator will make his final decision which shall be transmitted to the applicant. The Administrator's final decision shall be subject to review only by the Secretary of Labor. Requests for such review must be submitted in writing to the Secretary of Labor, U.S. Department of Labor, Washington, D.C. 20210, not more than 30 days following the issuance of the Administrator's decision.

26.7 Replacements.

If an Exemplary Rehabilitation Certificate is lost or destroyed, a duplicate certificate may be obtained by mailing a request explaining its loss or destruction to: *Bureau of Employment Security, U.S. Department of Labor, Washington, D.C. 20210 Attention: XRC.*

Signed at Washington, D.C., this 9th day of May 1967.

W. Willard Wirtz,
Secretary of Labor

(F.R. Doc. 67 - 5343; Filed May 12, 1967; 8:45 a.m.)

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* January 15, 1970 -- Changed to: Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210 Attention: METTX

Appendix B

DEPARTMENT OF LABOR MATERIAL ON THE ERC PROGRAM

1. ERC Application Materials
2. ERC Information Sheet
3. Letter from Secretary of Labor which accompanies the Exemplary Rehabilitation Certificate

BUDGET BUREAU NO. 44-R-1341

IN REPLY REFER
TO METR

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION
UNITED STATES EMPLOYMENT SERVICE
WASHINGTON, D. C. 20210

Dear Sir:

In response to your request for information regarding an Exemplary Rehabilitation Certificate, the necessary forms are enclosed for your use in submitting an application.

1. One (1) Application Form
2. Five (5) Character Reference Forms
3. One (1) Employer Reference Form
4. One (1) Law Enforcement Authority Reference Form
5. One (1) Fingerprint Card
6. One (1) Preaddressed Envelope
7. General Instructions Sheet

Associate Manpower Administrator
United States Employment Service

Enclosures

DETACH HERE

METR

RETURN THIS PART WITH YOUR APPLICATION

Name	**Social Security Number**
Current Address	**Serial or Service Number**

The following is a checklist for your convenience to assure that all necessary documents have been completed and are enclosed with your application. If the item is included with your application enter an "X."

1. ☐ One (1) completed Application form
2. ☐ Five (5) notarized or witnessed Character References
3. ☐ One (1) notarized or witnessed Employer Reference
4. ☐ One (1) Law Enforcement Authority Reference
5. ☐ One (1) Fingerprint Card (completed)
6. ☐ One (1) photostatic or certified copy of military separation paper
7. ☐ Other documents. Specify below:

NOTE: If any of the above documents are missing or are to be mailed directly to the Department of Labor by persons completing them, please identify the document and indicate the approximate date that it will be received at the Department of Labor.

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BUDGET BUREAU NO. 44-R-1341

GENERAL INSTRUCTION SHEET - EXEMPLARY REHABILITATION CERTIFICATE

Public Law 89-690 authorizes the award of an Exemplary Rehabilitation Certificate by the Secretary of Labor to any person discharged or dismissed from the Armed Forces under conditions other than honorable, or who received a general discharge, if it is established that such person has rehabilitated himself, that his character is good, and that his conduct, activities, and habits have been exemplary for at least 3 years prior to date of his application.

THE ISSUANCE OF A CERTIFICATE DOES NOT AFFECT, CHANGE, OR SUPERSEDE THE CHARACTER OF THE PREVIOUS DISCHARGE IN ANY WAY. No benefits under any laws of the United States (including but not limited to those relating to pensions, compensation, hospitalization, military pay and allowances, education, loan guarantees, or other benefits) shall accrue to any person to whom an Exemplary Rehabilitation Certificate is issued unless he would be entitled to those benefits under his original discharge or dismissal.

GENERAL INSTRUCTIONS. The law authorizing the award of Exemplary Rehabilitation Certificates cites the types of evidence required to establish your good character and exemplary conduct since discharge. The packet of forms enclosed will enable you to submit the required documents.

If you need help in completing your application, the following organizations will help you without charge:

American Red Cross
American Veterans of World War II and Korea
Catholic War Veterans
Disabled American Veterans
Jewish War Veterans of the USA
Veterans of Foreign Wars

All of the forms should be completed fully, printed legibly in ink or typewritten, and notarized or witnessed where indicated. If for any reason some forms are missing or incomplete, explain in the Remarks section on the back of the Application Form and state if they will be sent separately. Your application cannot be acted upon until all of the fully completed forms from your packet have been received by the Department of Labor.

The packet contains the following forms, some of which you will complete and some of which must be completed by other persons. Note that all are to be returned with your application form in the envelope provided. Enter your name and Social Security Number in the space provided in the upper right corner of each form before presenting it to anyone to complete.

1. **Application Form.** This is your official application for the award of the Exemplary Rehabilitation Certificate. Please read the instructions on the form to assist you in completing it. Note that a photostatic or certified copy of your last separation document is required. In most cases, this will be Department of Defense Form DD 214, but earlier discharge papers may be in different form or have a different number.

If you have lost or misplaced your discharge papers, the following addresses are provided for your use in obtaining a copy. Request for Report of Transfer or Discharge (DD 214 or equivalent) should be mailed to:

National Personnel Records Center
(Military Personnel Records)
9700 Page Boulevard
St. Louis, Missouri 63132

If discharged from the Army after January 1, 1960, mail request to:

U.S. Army Administration Center
9700 Page Boulevard
St. Louis, Missouri 63132

Include with your request your name, current address, service number, branch of service, and date of discharge, and $2.50 fee if other than honorable discharge.

2. **Character Reference Forms.** Notarized or witnessed statements from not less than five persons are required, attesting to personal knowledge of your character and conduct for at least 3 years preceding the date of this application. These are to be obtained by you from people who have known you for at least 3 years. They are to be completed and signed by the person giving the reference before a notary public, or witness, and returned with your application form. The person giving the reference may return it directly to the Department of Labor if desired. Any substitute form used should contain the same information as the form supplied.

3. **Employer Reference Form.** A notarized or witnessed statement from your present employer is required, attesting to your general reputation and employment record. If you are not employed or if you have worked for other employers in the last 3 years, a statement must be obtained from each employer for whom you have worked 30 days or more. Each employer reference must be notarized or witnessed. Any employer reference may be submitted on the company letterhead instead of the form in the packet if it supplies all of the information requested on the form provided.

4. **Law Enforcement Authority Reference Form.** A certified statement is required from the chief law enforcement officer of the town, city, or county in which you reside, attesting to your general reputation insofar as police and court records, if any, are concerned. A form is provided, but the authorities may have a standard form of their own which they prefer to use. If another form is used, it should be attached to the form provided. You should be sure that it is properly identified with your name, address, and Social Security number. A set of fingerprints is to be taken by the law enforcement officer for positive identification. A fingerprint card is provided for the fingerprint record.

5. **Preaddressed envelope to return completed forms.** When you have all the completed documents, check them carefully for accuracy, readability, and conformity to instructions. No action on your application can be taken by this Department until all documents are received in acceptable form. The Department of Labor may make further investigation as necessary. Mail all completed documents to:

United States Employment Service (METP)
U.S. Department of Labor
Washington, D.C. 20210

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[illegible]-R-Feb. 1972

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

UNITED STATES EMPLOYMENT SERVICE
WASHINGTON, D.C. 20210

APPLICATION FOR AWARD OF EXEMPLARY REHABILITATION CERTIFICATE

SOCIAL SECURITY NUMBER

BUDGET BUREAU NO. 44-R-1341

SERIAL OR SERVICE NUMBER

DATE OF BIRTH *(Give month, day, and year)*

DATES OF MILITARY SERVICE

1. **NAME** (Give last name, first name, and middle name)

2. **OTHER NAMES USED** (maiden name, names by former marriages, former names changed legally or otherwise, aliases, nicknames, etc.) Specify which, show dates used, and explain any use of an alias.

3. **PRESENT ADDRESS** (Give number, street, city, state, and ZIP code)

4. Other places of residence during last 3 years

From	To	Address (Give number, street, city, state, and ZIP code for each)

5. **REASON FOR DISCHARGE** (Tell briefly in your own words why this type of discharge was issued to you.)

Attach a photostat or certified copy of your discharge paper (DD 214 or earlier equivalent). If you do not have a separation paper, see the General Instruction Sheet for replacement information.

6. **EMPLOYMENT** (List employment dates starting with your present employer and go back 3 years. If you are not now employed, write "Unemployed" on line 6A) and enter on the following lines previous employers for whom you have worked 30 days or more in the last 3 years. If you have not worked for your present employer for at least 3 years, additional employer references must be obtained from the other employers listed. If you were a student any time during this 3-year period, give the name and complete address of the school attended.)

From	To	Name of Employer	Address (Give number, street, city, state, and ZIP code)
A.			
B.			
C.			
D.			
E.			

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7. **REFERENCES** Name five persons, NOT relatives, who are well acquainted with you and **have known you for the past 3 years.** Give full address of each. These references should be the **same** as those **submitting notarized or witnessed statements** in your behalf, but should NOT be any employer listed in Item 6.

Name	Address (Give number, street, city, state, and ZIP code for each)

8. a. Have you been convicted within the past 3 years of any violation of a local, State, or Federal law, or forfeited collateral, or are you now under charges for any violations of these laws? (You may omit any parking violations.) ☐ Yes ☐ No

b. Have you served time in any prison or jail within the past 3 years? ☐ Yes ☐ No

If the answer to a and/or b is "Yes," please explain in item 9. Remarks.

9. **REMARKS** (Use this space to account for any missing or incomplete documents; to add any pertinent evidence of exemplary conduct, such as civic, religious, or fraternal awards or honors; and to explain any "Yes" answers to item 8.)

If you desire to be represented by some organization, attorney, or other person in applying for a Certificate, please enter the name below:

I hereby permit ______________________________

to represent me in behalf of this application.

Witnessed by: Date ____________

Name ______________________________

Address ______________________________

City or Town: ______________________________

County: ______________________________

State: ______________________________

Subscribed and sworn before me this ___ day

of ____________________, 19__.

Signature of Notary: ______________________________

My Commission expires ______________________________

I CERTIFY that all of the statements made in this application are true, complete, and correct to the best of my knowledge and belief and are made in good faith. I hereby give permission for the Department of Labor to request my medical and military service records from General Services Administration Records Center, if necessary.

Signature of Applicant (Sign in Ink)

Date of Application

BUDGET BUREAU NO. 44-R-1341

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION
UNITED STATES EMPLOYMENT SERVICE
WASHINGTON, D.C. 20210

NAME OF APPLICANT

SOCIAL SECURITY NUMBER

SERIAL OR SERVICE NUMBER

CHARACTER REFERENCE
For Exemplary Rehabilitation Certificate

Public Law 89-690 authorizes the award of an Exemplary Rehabilitation Certificate by the Secretary of Labor to certain ex-servicemen discharged or dismissed from the Armed Forces, provided it is established that such person has rehabilitated himself, that his character is good, and that his conduct, activities and habits have been exemplary for at least three years prior to date of his application for the certificate.

Notarized or witnessed character references are required to establish the applicant's eligibility. The person lister above has given your name as a character reference. Your cooperation is requested in completing this form.

1. Do you know the applicant personally?
☐ Yes ☐ No

2. How long have you know this person?

3. Current address of applicant

4. In what capacity have you known him? (For example, neighbor, business associate, co-worker, friend, acquaintance, pastor, civic or veteran's organization, etc.) Specify below:

5. What has been your personal experience with this person in regard to his character, conduct, activities, and habits? Have you known this person to be of good reputation and to have shown exemplary conduct during the past 3 years?

6. Remarks. Please add any information which will help to establish the character of this person. (Continue on reverse side of this form, if necessary.)

Witnessed by: ______________ Date ____________
Name ______________________________
Address ____________________________

City or Town: ______________________
Country: __________________________
State ____________________________
Subscribed and sworn before me this ___ day
of ________________, 19__.

Signature of Notary: ________________
My Commission expires ______________

7. Signature

8. Address (Give number, street, city, state and ZIP)

9. Occupation

10. Date

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BUDGET BUREAU NO. 44-R-1341

NAME OF APPLICANT

SOCIAL SECURITY NUMBER

SERIAL OR SERVICE NUMBER

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION
UNITED STATES EMPLOYMENT SERVICE
WASHINGTON, D. C. 20210

EMPLOYER REFERENCE for Exemplary Rehabilitation Certificate

Public Law 89-690 authorizes the award of an Exemplary Rehabilitation Certificate by the Secretary of Labor to certain ex-servicemen discharged or dismissed from the Armed Forces, provided it is established that such person has rehabilitated himself, that his character is good, and that his conduct, activities and habits have been exemplary for at least three years prior to date of his application for the certificate.

A notarized or witnessed Employer Reference is one of the documents required to establish the applicant's eligibility. The person listed below has given you as an employer. Your cooperation is requested in completing the form from your records. If possible, Item 7 should be completed by a supervisor who worked directly with the applicant.

1. Name of Employee

2. Period of Employment

From: To:

3. Employee's Address

4. Position (s) held

5. Reason for termination (if no longer employed)

6. If the applicant's name and/or social security number on your record is different from that listed in the top right corner of this form please explain.

7. What has been your experience with this employee in regard to his work habits, character and reputation? (Continue on reverse side of this form if necessary)

Witnessed by: Date ____________

Name ______________________________

Address ______________________________

8. Signature

9. Title

City or Town: ______________________________

County: ______________________________

State: ______________________________

Subscribed and sworn before me this ___ day of ____________________, 19__.

Signature of Notary: ______________________________

My Commission expires ______________________________

10. Name and address of employing establishment (Give number, street, city, state and ZIP)

11. Date

MA 7-55
METR-R-Feb. 1972

BUDGET BUREAU NO. 44-R-1341

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION
UNITED STATES EMPLOYMENT SERVICE
WASHINGTON, D.C. 20210

NAME OF APPLICANT

SOCIAL SECURITY NUMBER

SERIAL OR SERVICE NUMBER

DATE OF BIRTH

LAW ENFORCEMENT AUTHORITY REFERENCE

Public Law 89-690 authorizes the award of an Exemplary Rehabilitation Certificate by the Secretary of Labor to certain ex-servicemen discharged or dismissed from the Armed Forces, provided it is established that such person has rehabilitated himself, that his character is good, and that his conduct, activities and habits have been exemplary for at least three years prior to date of his application for the certificate.

The following records from the local police jurisdiction in which the applicant has resided are required to aid in establishing his eligibility for this certificate.

1. A complete set of his fingerprints (on standard form) to be submitted by the Department of Labor to the FBI for purpose of positive identification.
2. A summary of his police and court records as known to your jurisdiction (local form may be substituted and attached to this form.)

Your cooperation is requested in completing these two forms.

RECORD, as indicated by the records of arrest, of ______________________
Name

Date of Arrest	Offense	Disposition

Remarks

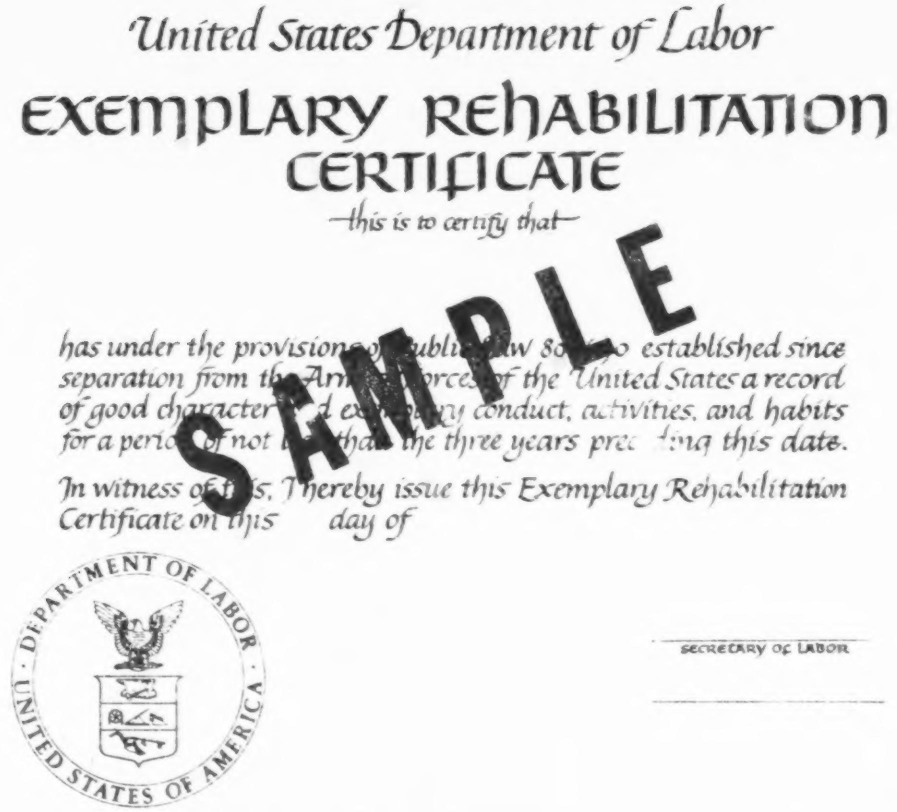
Signature

Position

Jurisdiction

Date

MA 7-56
METR-R-Feb. 1972



United States Department of Labor

EXEMPLARY REHABILITATION CERTIFICATE

—this is to certify that—

SAMPLE

has under the provisions of Public Law 8[illegible]0 established since separation from the Armed Forces of the United States a record of good character and exemplary conduct, activities, and habits for a period of not less than the three years preceding this date.

In witness of this, I hereby issue this Exemplary Rehabilitation Certificate on this day of

DEPARTMENT OF LABOR · UNITED STATES OF AMERICA

SECRETARY OF LABOR

Ex-Servicemen

EXEMPLARY REHABILITATION CERTIFICATE

How To Apply

UNITED STATES DEPARTMENT OF LABOR • MANPOWER ADMINISTRATION • Washington, D.C. 20210

Over one and a half million men and women hold general or other than honorable discharges from the Armed Forces. Yet, many of them have long records of good conduct in civilian life. If you are one of these, here's your chance to offset the blemish of your military discharge.

APPLY FOR AN EXEMPLARY REHABILITATION CERTIFICATE that will document your good conduct as a civilian over the past three years.

The certificate is tangible evidence to show employers that you've made good . . . that you are now among those whose conduct as a civilian is "exemplary." And another benefit . . . the certificate will entitle you to special job-counseling and job-placement services at the local office of your State employment service.

TO RECEIVE AN APPLICATION FOR A CERTIFICATE fill in and mail the blank in this leaflet and the necessary forms will be sent to you. One will be the application which you fill out. Each of the other three forms will indicate from whom you should get statements on your good conduct. These people are:

- The chief law enforcement officer of your city, town, or county.
- Your present or former employer.
- At least five people who have known you for three years or more.

After the forms are completed, mail them, along with your completed application, to:

U.S. Department of Labor
Manpower Administration
Washington, D.C. 20210
Attention: METTX

NOTE: Sometimes the people to whom the forms are taken may want to mail them in themselves. If so, be sure to give them the above address.

IF YOU NEED HELP in completing your application or in getting the required statements, get in touch with one of the following national organizations:

American Red Cross
American Veterans of World War II and Korea
Catholic War Veterans
Disabled American Veterans
Jewish War Veterans of the USA
Veterans of Foreign Wars

A COPY OF YOUR CERTIFICATE will be supplied by the Secretary of Labor to the Secretary of Defense for placement in your military record.

This certificate won't alter your military discharge and it won't change any of your veteran's benefits under other laws.

But it may spell the difference between a productive, rewarding job and a low-paying job—or, maybe, no job at all. It is a prize document.

To apply for a certificate, fill out the attached blank.

••

TEAR OFF ALONG DOTTED LINE

U.S. Department of Labor
Manpower Administration
Washington, D.C. 20210
ATTN: METTX

I wish to apply for an Exemplary Rehabilitation Certificate. Please forward the necessary forms and information.

Name ______________________________

Street Address ______________________________

City, State, and ZIP Code ______________________________

Dear Mr.   :

It is my pleasure to award this Exemplary Rehabilitation Certificate to you in accordance with the authority vested in me as Secretary of Labor under provisions of Public Law 89-690, dated October 15, 1966. This Certificate is evidence that you have fulfilled the requirements of the law in establishing that your conduct, activities, and habits have been exemplary during the past three years.

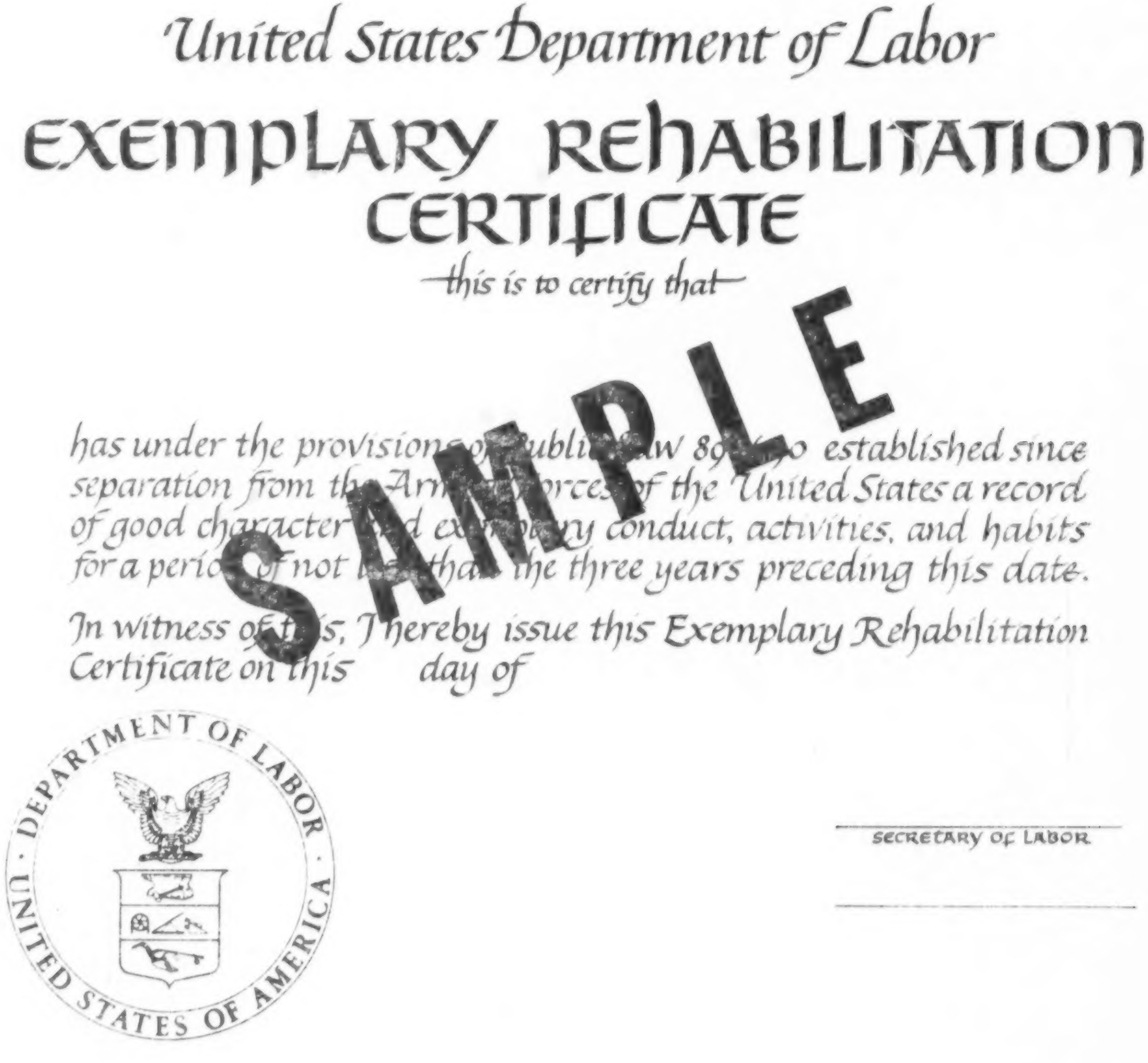
Special counseling and job development assistance are available to you as a recipient of the Certificate. If you wish to avail yourself of those services of your local State Employment Service, they will be most happy to help you with your employment problems.

A copy of this Certificate has been forwarded to the Department of Defense to be placed in your permanent military personnel record.

Sincerely,

Secretary of Labor

Enclosure



United States Department of Labor

EXEMPLARY REHABILITATION CERTIFICATE

this is to certify that

SAMPLE

has under the provisions of Public Law 89-690 established since separation from the Armed Forces of the United States a record of good character and exemplary conduct, activities, and habits for a period of not less than the three years preceding this date.

In witness of this, I hereby issue this Exemplary Rehabilitation Certificate on this day of

SECRETARY OF LABOR

ERC HOLDER SURVEY AND TABULATIONS FROM ERC APPLICANT FILES

Information on the people holding the Exemplary Rehabilitation Certificate was obtained from a questionnaire and from the Department of Labor's ERC applicant files. All 720 individuals who had been issued an ERC were mailed a questionnaire asking for their experiences with the certificate and their comments on the ERC program.

Drafts for the questionnaire and for an accompanying Department of Labor letter were prepared, using as simple language as possible. These drafts were pretested by means of depth interviews with 11 ERC holders and were reviewed by officials at the Department of Labor. (See Appendix J for the final form of the questionnaire and the accompanying DOL letter.)

The following topics were covered in the questionnaire:

(1) Application for ERC (e.g., source of information on ERC program, reason for applying).
(2) Use of ERC at state employment offices and help received.
(3) Use of ERC with employers and results.
(4) Summary of actual benefits of being a certificate holder.
(5) Needed changes in ERC program.
(6) Background of respondent (age, race, education, occupation, year leaving military service).

Several measures were used to increase questionnaire response rate. The ERC holder received, with the questionnaire, a letter addressed to him from Mr. Malcolm Lovell, Jr., Assistant Secretary for Manpower, explaining the purpose of the survey and urging him to respond. The questionnaire was made as compact and as easy to answer as possible without loss of clarity; it was printed in a three-page format, using a single sheet of paper with the letter from Mr. Lovell on one page. Three weeks after the questionnaires were mailed out, attempts were made by Chilton Research Services to contact all nonresponders by telephone. If an individual, contacted by telephone, had not filled in and mailed back the questionnaire, it was completed by telephone interview if possible.

When it was noted that a number of nonrespondents had Puerto Rican addresses, a Spanish translation of the ERC holder questionnaire was prepared and mailed to all Puerto Rican holders who had not responded or who had responded incompletely. Forty-two copies of the Spanish version of the holder questionnaire were mailed out, and 26 replies were received—15 from those who had not responded previously and 11 from those who had omitted items. This response to the Spanish questionnaire supported our assumption that many Puerto Rican ERC holders were having difficulty in answering a questionnaire in English.

The questionnaire returns are described in Table C-1. A total of 405 replies were obtained from the 720 questionnaires mailed out. Five of these were eliminated—two were returned blank because the ERC holder had died and three were returned with the comment that the certificate had never been received—leaving 401 returns.

After subtracting 145 for whom an "address unknown" report was received, the completion rate was found to be 75%. As it is possible that some "address unknown"

Appendix C

DESCRIPTION OF DATA-GATHERING METHODS

1. ERC Holder Survey and Tabulations From ERC Applicant Files
2. Inquirer Survey
3. Personal Interviews With Recently Discharged Servicemen
4. Interviews With State Employment Service Personnel
5. Interviews With Employers
6. Study of Organizational Support and Opposition
7. Study of ERC Program Administration

Table C-1

Returns From ERC Holders Survey

Questionnaire Returns	N
Questionnaires mailed out	720
Returned questionnaires marked "address unknown"	145
Possible completions (if all nondeliverable questionnaires were returned)	575
Questionnaires completed and tabulated	405
Completed by mail	361
Completed by telephone	44
Questionnaires received after tabulations	28
Received by mail	25
Received by telephone	3
Completion rate (433/575)[a]	75%

[a] This includes the 28 questionnaires listed in the table, received after tabulations.

letters were not returned, the actual completion rate may very well be higher than 75%. A high proportion of changed address and "address unknown" was to be expected as the addresses for the ERC holders were those given at the time of the application. Since the majority of the certificates (over 500 of the 700 total) were issued in 1969 or earlier, most of the addresses were at least three years old. The Bureau of Census reports that about one family in five moves during a one-year period.[1]

Several steps were taken to process the returned questionnaires to ensure their accuracy and completeness. All questionnaires were edited to correct inconsistent or improperly marked answers. During the editing approximately 100 questionnaires were identified for which one or more answers had been omitted on critical items. Chilton Research Services attempted to telephone each of these individuals to obtain the missing information. In general the final tabulations have a low rate of omissions. For most items which all respondents were supposed to answer (e.g., occupation, age, use of ERC in employment office), the omissions were under 2% of the total. The exceptions were items asking actual benefits of ERC and desired benefits; for these items the rate of omissions was about 10%. In these cases the omission was probably considered by the respondent to be his answer.

From the Department of Labor files of applications for the ERC, information was tabulated to describe the entire ERC holder population: type of discharge, whether employed at time of application, occurrence of law violation three years prior to application, and year of discharge.

All ERC holders for whom telephone numbers could be obtained were called to arrange an interview. We had originally planned to conduct 20 depth interviews in the Washington, D.C. area but were forced to modify our plans because there were only six holders with a Washington, D.C. area address and only one telephone number available.

The comments obtained in the depth interviews were augmented by the lengthy write-in answers or letters accompanying approximately 10% of the questionnaires. See Appendix H for a selection of these comments and letters. Content analyses were performed for write-in responses on critical questions.

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[1] "Mobility of the Population of the United States, March 1970 to March 1971," Bureau of Census Report, Series P-20, No. 235, April 1972.

However, depth interviews were conducted by HumRRO staff with 11 ERC holders in the Philadelphia and Washington, D.C. areas. The primary purpose of the depth interviews was to pretest the draft questionnaire, but they also served to acquaint the project staff with the employment and other problems faced by those with other than honorable discharges. Each interview lasted about one hour and was conducted either at the HumRRO offices or at a hotel. After the respondent filled in the questionnaire, we obtained his comments on each item. Individuals were paid $25 for the interview. All ERC holders in the Philadelphia and Washington area were sent letters telling them of the interview (see Appendix D.)

INQUIRER SURVEY

A sample of those who had requested ERC application forms but did not apply was surveyed by mail to find out why the application was not filed. Depth interviews were conducted with 17 ERC inquirers.

About 2200 names were drawn from the Department of Labor's file of inquiries concerning the ERC program. Three hundred of these names were eliminated because the source of the inquiry did not conform to our definition of an ERC inquirer—that is, an individual who wrote to request ERC application forms for himself and failed to mail back completed ERC forms. The 300 names that were eliminated included organizations requesting information about the ERC program, as well as individuals who were later issued a certificate.

A systematic sample was drawn separately for recent inquirers (those writing in 1969-1972) and for "old" inquirers (those writing in 1966-1968). This procedure was followed because it was thought that the individuals who inquired at the time the program was first initiated might be somewhat different from those inquiring later. Also, it was believed that the recent inquirers would have a more accurate recollection of their reasons for not completing their applications. The recent inquirers were sampled at a higher rate (1/3) than the old inquirers (1/7).

Each of the inquirers in the sample was mailed a letter from Mr. Lovell asking why the application had not been completed. The respondent was asked to check his reason from a list and/or write in additional reasons. (See Appendix E for the combined letter and questionnaire for ERC inquirers.) The draft letter and questionnaire were pretested in depth interviews with ERC inquirers and were also reviewed by officials at the Department of Labor.

We anticipated a low response rate from the inquirers; we reasoned that they would have little motivation to respond to our query about the program since they had not responded to the application materials sent them by the Department of Labor. Consequently the questionnaire was as undemanding as possible—it required only two or three minutes to read and check the answers. To encourage responses the inquirer's name was also not placed on the questionnaire.

The questionnaire returns are described in Table C-2. A total of 643 replies were obtained for the 1908 questionnaires mailed out. After subtraction of the 327 inquirers who were reported as "address unknown", the completion rate was found to be 41%.

Over 15% of the inquirer questionnaires were accompanied by letters explaining why the individual decided not to apply for an ERC. A few of these letters are presented in Appendix G.

Depth interviews were held with 17 inquirers—five from the greater Washington, D.C. area and 12 from the greater Philadelphia area. The inquirer questionnaire and letter were pretested by these interviews, but they also acquainted the project staff with the employment and other problems faced by men with other than an honorable discharge.

Table C-2

Returns From ERC Inquirer Questionnaire

Returns	Recent ERC Inquirers (1969-72)	Old ERC Inquirers (1966-68)	Total
Questionnaires mailed out	1617	291	1908
Letters returned marked "address unknown"	219	110	329
Possible completions (assuming all non-deliverable questionnaires were returned)	1398	181	1579
Completed questionnaires received	571	72	643
Completion rate	41%	40%	41%

The interviews were arranged by letter (see Appendix F) followed by a telephone call. The interviews lasted approximately one hour and were conducted in the HumRRO offices or in a hotel room by the HumRRO project staff. Respondents were paid $25 after completion of the session. The respondent first filled out a questionnaire dealing with these topics:

(1) Reason for not applying for an ERC (the same question was used on the mailed-out questionnaire).
(2) Process of application (e.g., reason for interest in ERC, help with application).
(3) Changes needed in the ERC program.
(4) Background of respondent (age, race, occupation, year leaving military service).

(A copy of the questionnaire used in these depth interviews will be found in Appendix E.) In the interview that followed, the individual was encouraged to elaborate and explain his questionnaire answers. He also was asked a series of questions about his experiences in visiting state employment offices and applying to employers for jobs. (See the guide to this interview in Appendix K.)

PERSONAL INTERVIEWS WITH RECENTLY DISCHARGED SERVICEMEN

To obtain the reactions to the ERC program of men just leaving the military service with a general or less than honorable discharge, the field staff of Chilton Research Services carried out 21 interviews. Prior to this HumRRO staff carried out six interviews to develop and pretest the interview plan.

The 21 men interviewed by Chilton Research Services were located using a list of the names and addresses of 83 ex-servicemen with the names and addresses of next of kin. These men had addresses in four metropolitan areas and all had been discharged from the Army during the period from January 1, 1971 to September 30, 1971, with general or less than honorable discharges. The geographic area and type of discharge of these 83 ex-servicemen are shown in Table C-3. The dishonorable discharges were issued from January 1, 1971 to September 30, 1971; all other discharges were issued during September 1971.

The 83 names and addresses were obtained after securing approvals from the Adjutant General of the Army and the Director of the National Personnel Record Center. With the permission of the Adjutant General, Personnel Information Systems Command (PERSINSCOM) supplied about 4,000 names, Social Security numbers (SSAN), and type

Table C-3

Number of Recently Discharged Men With Whom Interviews Were Sought, by City and Discharge Type

City	Number in Each Discharge Category				Total
	General	Undesirable	Bad Conduct	Dishonorable	
Washington, D.C.	8	4	4	3	19
Philadelphia	2	4	2	2	10
New York City	6	5	17	4	32
Chicago	8	6	5	3	22

of discharge. The 4,000 individuals represent all soldiers discharged dishonorably during January 1, 1971 to September 30, 1971, and all soldiers receiving general, undesirable, or bad conduct discharges during September 1971. We requested dishonorable discharges for a nine-month period to ensure obtaining about 5 of the 20 interviews with holders of a dishonorable discharge. (Army statistics indicated that about 3% of those who receive a discharge other than a full honorable discharge are issued a dishonorable discharge.)

In order to avoid excessive costs for conducting the interviews, it was necessary that they be concentrated in four metropolitan areas. Therefore, 220 names having SSANs issued in Washington, D.C., Illinois, New York, and Pennsylvania were forwarded to the National Personnel Record Center for address of record and the name and address of next of kin. For 83 of these individuals the address of record was found to be in New York City, Philadelphia, Washington, D.C., or Chicago.

Twenty-one interviews were completed with the recently discharged men by interviewers from Chilton Research Services. Table C-4 gives the number of interviews in each of the four metropolitan areas completed with men with each kind of discharge. A number of difficulties were encountered in arranging these interviews as shown in Table C-5. A major difficulty in obtaining interviews was that few respondents or their next of kin had listed telephones. (Some had unlisted phones.) It was usually necessary to make personal contact with next of kin or neighbors. Relatives seemed suspicious of the interview and were often unwilling to give the present address or telephone number of the respondent. The following excerpts from the notes of one interviewer illustrate the problems in arranging interviews.

> "I talked to his mother at her home and she gave me his phone number but not his address. I made an appointment for Sunday between the hours of 6 PM and 8 PM. She wouldn't give me her phone number. I found out later she didn't have one. Saturday: I went to his mother's house for appointment. His mother was there but he wasn't. She said he wasn't home when she called. I called him and set up another appointment. Went to his house and completed the interview."

Chilton assigned as interviewers individuals who had considerable experience in conducting surveys with inner city residents. The interviewers were usually of the same race as the respondent (race was estimated in advance by the address).

To aid development of the interview plan, the HumRRO project director and his assistant completed six face-to-face interviews with recently discharged servicemen with general or less than honorable discharges. These interviews were carried out in the office of the U.S. Veterans Assistance Center (USVAC), Washington, D.C. The men interviewed were among those coming to USVAC for help. The interview plan was reviewed by officials at the Department of Labor.

Table C-4

Number of Interviews With Recently Discharged Men, by City and Discharge Type

City	Discharge Type				Total
	General	Undesirable	Bad Conduct	Dishonorable	
New York	1	0	5	0	6
Chicago	2	1	1	2	6
Washington, D.C.	3	2	1	0	6
Philadelphia	0	3	0	0	3
Total	6	6	7	2	21

Table C-5

Disposition of Interview Attempts Among Recently Discharged Ex-Servicemen

Result of Interview Attempt	N
Total names supplied	83
Completed interviews	21
[illegible] locate	30
Moved out of city	12
Refused	4
Jail	1
Sick (Drugs)	2
[illegible] (Reason is unknown)	1
[illegible]	6
[illegible]	1
Bad neighborhood	4
Never in Army	1

The interview plan is presented in Appendix F together with the instructions to the [illegible] interviewers. The respondent was first asked whether he had ever heard of the Exemplary Rehabilitation Certificate. He was then shown what the certificate looks like and was presented information from the Department of Labor information sheet (Appendix B) concerning application procedures and benefits. After each paragraph of information the respondent was asked to comment and raise questions.

The respondent was then asked to mark answers to a series of multiple choice questions on the information he had just been given, for instance, "How many years do you have to be out of the service before you can apply for an ERC?" He was given the Department of Labor information sheet to refer to while marking his answers. (The multiple choice questions will be found in Appendix F.) After he finished, he was given a set of questions with the correct answers marked. The multiple choice questions had a two fold purpose: to identify items of information that the respondent misunderstood and to ensure that the respondent had an adequate grasp of the ERC program before the next question was asked.

The next question was the critical one: "Now, you know about the ERC. You know that you have to be out of the service for three years before you can apply and that when you apply you get statements from employers, from the police and from people who know you. From what you know now, how likely are you to apply for an ERC? Would you say: definitely will apply, probably will apply, probably won't apply, or definitely won't apply." The ex-serviceman was asked to explain his answer.

The interview was concluded after some background information (age, occupation, education, race) had been obtained. At the end of the interview the respondent was told where he could get answers to questions about the ERC or about discharge or veteran's benefits.

INTERVIEWS WITH STATE EMPLOYMENT SERVICE PERSONNEL

Veterans Employment Representatives and other SES personnel in six employment service offices that ERC holders had visited were interviewed to learn how these individuals dealt with certificate holders. In the Survey of Holders, 30 men reported that they had used their certificates at state employment offices within the last 18 months; from these, six offices were selected in different metropolitan areas around the country. Usually the Office Manager or his assistant participated in the interview along with the Veterans' Representative and at times other SES personnel.

The interview guide for each SES visit was based upon questions from the research proposal that pertained to SES offices and their dealings with ERC holders. A copy of the guide is contained in Appendix K. In conducting the actual interviews, the interviewers deviated from the wording and sequence of the guide when it was thought necessary. The guide was pretested at two SES offices in Philadelphia.

The selection of four other offices (one of them in Philadelphia) was based upon the questionnaire responses of ERC holders. Each holder was asked whether he had been to a state employment office since receiving his ERC and, if so, whether he had used his certificate during the visit. If the ERC holder had done this since January 1971, he was asked for the address of the office visited. This time limit was used because it had been explained that SES records might not be available beyond 18 months. Thirty addresses of SES offices were gleaned from the Questionnaires, and from these, six were selected.

The main office in Washington, D.C. was visited to get a general idea of the organization and policies governing SES offices. After the interview guide was developed, it was tested at two offices in Philadelphia, one of which had been selected from the 30 given by means of the holder questionnaire. The other offices visited were scheduled in the same metropolitan areas where ERC holders reportedly used their certificates with employers. This was done so that both SES visits and employer visits could be accomplished in one trip. The metropolitan areas that conformed with this requirement were Detroit, St. Louis, Chicago, and Los Angeles. With visits to these four areas, the quota of six offices where an ERC holder purportedly used his certificate was filled; one other office had also been visited for pretest purposes.

Each interview was conducted by HumRRO personnel with various representatives of the office visited. Generally speaking, for the interview session the Office Manager or his assistant was on hand along with the Veterans' Representative. At times other SES office personnel also became involved in the discussion.

The visits lasted an average of two hours and the findings of each interview were written in summary form as soon as possible after the interview.

While clearances were being obtained for several visits, an Assistant Regional Manpower Administrator offered to answer any questions that might arise concerning the regional level. At one of the offices visited an interview was conducted with this individual. Items stressed were the lines of communication between the federal and local levels and possible modifications in the ERC program.

INTERVIEWS WITH EMPLOYERS

Interviews were conducted with employers to learn: (a) how the character of the military discharge enters into the employment process, and (b) the likely impact of the ERC upon employment. Forty-two interviews were conducted; 17 interviews were with employers identified by ERC holders.

The interviews were divided into three general categories: (a) personal and telephone interviews with employers who actually hired ERC holders, (b) personal and telephone interviews with employers who represented a cross section of industries and services but who had not actually hired an ERC holder, and (c) personal interviews with representatives of the National Alliance of Businessmen (NAB). A list of interviews (excluding the NAB interviews) is given in Tables C-6 and C-7. It should be noted that six of category (a) and one of category (b) interviews were accomplished by phone.

Before any interviews were conducted, the project director conferred with the HumRRO personnel adviser to discuss the scope of information that could be asked various employers, and possible procedures for collecting such data. An interview was then conducted with the Washington, D.C. metropolitan office of NAB in which the

Table C-6

Interviews With Employers of ERC Holders

Kind of Company or Organization	Type of Interview[a]	ERC Holder's Position With Company or Organization
State Fish and Game Department	P	Warden
Manufacture of Light Fixtures	P	Assembly work
Life Insurance Company	P	Salesman
Street Department	P	Laborer
Boilermaker Union	P	Craftsman
Newspaper	P	Advertising solicitor
Beneficent Society	P	Driver
City Transit	P	Bus driver
Post Office	P	Custodian, elevator operator
Gas and Electric Company	P	Mechanic
Post Office	P	Truck driver
Police Department	T	Patrolman
Sheriff's Department	T	Jailer
Exterminator	T	Laborer
Medical Center	T	Janitor
Railroad	T	Carman
Department of Labor Program	T	Clerk

[a] P, personal interview; T, telephone interview.

Table C-7

Interviews With Employers Not Employing ERC Holders

Kind of Company or Organization	Type of Interview[a]
Slag Operation	P
Automobile Manufacture	P
Retail Merchant	P
Soft Drink Bottler	P
Bank and Trust Company	P
Protective Agency	P
Newspaper	P
Oil Company	T
Electric Parts Manufacture	T
Marine Engine Company	P
Oil Refinery	P
Aircraft Engine Company	P
Glass Company	P
Electric Engine Company	P
Port Authority	P

[a] P, personal interview; T, telephone interview.

metropolitan area director was a personnel manager. On the basis of these interviews, a guide was drafted which sought to assess the actual and potential employment benefits of the ERC.

This guide is constructed around four major questions:

(a) What is the company policy respecting the effect of the discharge on employment?

(b) What are the employer's reactions to the ERC and how might these affect employment?

(c) What effect has the ERC had on the employment of a specific individual hired by the company being visited? (This part was deleted if no specific case was known.)

(d) What could be done to make the ERC program more effective with employers? (The guide is reproduced in Appendix K.)

EMPLOYERS OF ERC HOLDERS

Personal interviews with employers who had actually hired an ERC holder were based on information gleaned from the Holder Survey. Question 20 of the Holder Survey was, "If you used your ERC in the interview to get your present job, may we speak to your employer to see if the ERC was important to him in hiring you?" If the answer was affirmative, the respondent was to give the name and address of his employer. Thirty-four addresses were given. The exact number of usable addresses from these 34 could not be accurately assessed because it was obvious from internal contradictions in some of the questionnaires that certain men had not used their certificates even though they gave permission to visit their employers.

The HumRRO staff selected what were considered to be the most likely employers with whom the ERC holder had actually used his certificate. From this revised list, several areas produced prospects for a greater number of interviews. A comparison with the list of possible interviews at SES offices showed that the interviewing would be most advantageous with respect to maximum efficiency for the time and money in these cities: Philadelphia, New York, Detroit, Chicago, St. Louis, San Francisco, and Los Angeles.

Employers of ERC holders in these cities were sent letters which briefly informed them about the ERC study and told them that within a few days they would be asked to set an appointment for an interview. It was also explained that the desired interview concerned one of their employees, would require about 30 minutes, and was being done for the DOL. (The letter sent is reproduced in Appendix D).

Several days before the desired interview date, a HumRRO staff member called the head of personnel at the company concerned and set up the appointment. The interview was then accomplished, using the interview guide as the circumstances permitted. Results from these interviews were summarized soon after. Eleven personal interviews were conducted in this fashion. (Table C-6 lists the interviews.)

To bolster the number of interviews with actual ERC employers, telephone interviews were sought with employers not in the metropolitan areas visited. The list of 34 employers mentioned earlier was revised and sent to Chilton Research Services. The staff of that organization was asked to telephone all ERC holders who had given the names on this list to see whether they had actually used their ERC for their present job and to get the exact name and address of the personnel officer in charge. When HumRRO received confirmation that the ERC had been used at the company concerned, a letter went out to the personnel officer explaining that a telephone interview would follow. (The letter sent is reproduced in Appendix D.) Later a HumRRO representative called the individual concerned and conducted a modified employer interview. This extra procedure added six telephone interviews to the 11 personal interviews.

NAB INTERVIEWS

The interviews with the metropolitan directors of the National Alliance of Businessmen were arranged and cleared through the national office of that organization. The offices visited were Washington, D.C., New York, Detroit, Chicago, St. Louis, San Francisco, and Los Angeles. Each office visit was preceded by an explanatory letter from the national office stating that HumRRO personnel would seek their opinions and experiences respecting employment of veterans in general and ERC holders in particular. A telephone call was used to set up the appointment. Each interview lasted an average of one and a half hours, with at least one representative from HumRRO and the metropolitan area director and/or veterans jobs director in the NAB office.

EMPLOYERS OTHER THAN THOSE HIRING ERC HOLDERS

The interviews with employers who had not actually hired an ERC holder were arranged with the help of the personnel from the offices of the NAB. That is, after the interviews with the NAB representatives had concluded, these people were asked to assist HumRRO personnel by providing the names and addresses of a cross-sample of some employers in the area. The names and addresses were usually drawn from an office master list of those employers who had a commitment with NAB to hire a certain quota of veterans during the course of the year. The obvious limitation of this procedure was that a certain bias was built into the selection of employers in that only those who had been favorable to hiring veterans in the past were included in the sample. However, a few employers were interviewed who were quite negative to the JOBS program and the employment of veterans.

HumRRO personnel then called a number of these employers for possible interviews. During those telephone conversations some comments were made that were later included with the notes from the personal interview that followed. One personnel director refused to give an interview but consented to be questioned over the phone; in this single case the interview was conducted entirely by phone. Eighteen interviews were accomplished with these employers that had not actually hired an ERC holder. Reference is again made to Table C-7 that shows the employers involved.

With six telephone interviews to ERC employers supplementing the personal interviews in different large metropolitan areas, a total of 17 interviews were accomplished with employers who had actually hired an ERC holder. Eighteen more (17 in person) were conducted with employers who had not actually hired ERC holders. Finally, seven interviews were held with representative of the NAB, making a total of 42 interviews with employers.

ORGANIZATIONAL SUPPORT AND OPPOSITION

Individuals from six national organizations that are sources of actual or potential support or opposition to the ERC program were interveiwed to learn the basis of their affirmative or negative stands regarding the ERC. The interviewed organizations were selected in consultation with the DOL and the interviews were confined to the Washington, D.C. area. A balance of supporters and opposers was obtained.

The three supporting organizations were chosen from among the six organizations designated as "helping organizations" for the ERC program. These had volunteered at the beginning of the ERC program to help applicants with their applications and act as counsel for those who were denied. The organizations visited were the American Red Cross, the Disabled American Veterans, and the Veterans of Foreign Wars.

The opposing organizations were selected for at least two of the following reasons: (a) They had extensive contact with veterans; (b) they had been asked to participate in the program and had accepted or declined; (c) they had particular insight into the employment of veterans, especially those with "bad discharges." The organizations visited were two separate divisions of the Veterans Administration, the American Veterans Committee, and the National Alliance of Businessmen.

Officials spoken to in the supporting parties were in charge either of the ERC effort or of the benefits section of their respective organizations. Officials spoken to in the opposing organizations were the heads of their particular offices or of the veterans section most closely associated with the employment of veterans.

No specific interview guide was developed for the interviews, but notes of possible relevant questions were used to prompt the interviewers in covering what was considered to be the entire scope of the organization's experience with veterans in general and the ERC program in particular. Individuals talked to were encouraged to elaborate on their organizations' stand regarding the ERC and each interview lasted around two hours. The notes from each interview were compiled and summarized as soon as possible after the interview session.

STUDY OF ERC PROGRAM ADMINISTRATION

Information concerning the administration of the ERC program was collected from Department of Labor employees as well as from ERC files. Five DOL employees in Washington who have present or past responsibility for the ERC program were questioned about the history of the program, the processing of ERC applications and inquiries, and other matters relevant to the administration of the ERC program. Some of those questioned had the responsibility of processing the applications and requests and others had the job of reviewing the case summaries and recommendations of action on the application. Before conducting each interview, a list of questions was drawn up.

From the ERC files, we obtained the following information concerning the administration of the program:

(1) Department of Labor staff time required to process an application.
(2) Reasons for disapproval of applications.
(3) Number of months to issue a certificate after receipt of application.
(4) Organizations requesting information on the ERC program.
(5) Number of applications received, certificates issued, and so on for each year of the program.
(6) Number and kind of representatives designated for applicants at their request.

Appendix D

HumRRO LETTERS USED IN ARRANGING INTERVIEWS

1. Letter to arrange ERC holder interview
2. Letter to arrange ERC Inquirer interview
3. Letter to arrange personal interview with employer of ERC holder
4. Letter to arrange telephone interview with employer of ERC holder

HUMAN RESOURCES RESEARCH ORGANIZATION
HumRRO

DIVISION NO. 7 (SOCIAL SCIENCE)
300 NORTH WASHINGTON STREET
ALEXANDRIA, VIRGINIA 22314

TELEPHONE:
AREA CODE 703
549-3611

The Department of Labor has asked our research firm to do a study of the Exemplary Rehabilitation Certificate. As you recall, this certificate is given to certain ex-servicemen whose conduct is found to be exemplary. Because you are a holder of the Exemplary Rehabilitation Certificate, we are very interested in getting your comments about the program. We will pay you $25.00 for your time and travel if you would be willing to come in and talk to us for about an hour and a half.

We are conducting interviews now. If you are interested in setting up an interview with us, please contact Mr. Robert Hudson at 549-3611, extension 225 as soon as possible.

Sincerely,

Thurlow R Wilson

Thurlow R. Wilson, PhD
Project Director

cem

HumRRO

HUMAN RESOURCES RESEARCH ORGANIZATION

300 NORTH WASHINGTON STREET
ALEXANDRIA, VIRGINIA 22314

TELEPHONE:
AREA CODE 703
549-3611

The Department of Labor has asked our research firm to do a study of the Exemplary Rehabilitation Certificate (ERC). Their records show that you requested an application for an Exemplary Rehabilitation Certificate some time ago. As you recall, this certificate is given to certain ex-servicemen whose conduct is found to be exemplary. An ERC application requires references from employers, friends, and police. Because you at one time considered applying for an Exemplary Rehabilitation Certificate, we would like to get your comments on the program. We will pay you $25.00 for your time and travel if you would be willing to come in and talk to us for about an hour and a half.

We will be conducting interviews in Philadelphia at the Penn Center Holiday Inn on Thursday evening May 18, Friday May 19, and Saturday May 20. The Penn Center Holiday Inn is located at 18th and Market near Independence Mall and the Civic Center. To set up an interview with us please call Mr. John Richards at the Penn Center Holiday Inn (telephone 561-7500) after 4 PM on Thursday May 18th.

Sincerely,

Thurlow R Wilson

Thurlow R. Wilson, PhD
Project Director

cem

HUMAN RESOURCES RESEARCH ORGANIZATION
HumRRO

DIVISION NO. 7 (SOCIAL SCIENCE)
300 NORTH WASHINGTON STREET
ALEXANDRIA, VIRGINIA 22314

TELEPHONE:
AREA CODE 703
549-3611

We are carrying out a study of the Exemplary Rehabilitation Certificate program for the U.S. Department of Labor. The Exemplary Rehabilitation Certificate is issued by the Department of Labor to ex-servicemen with general or less than honorable discharge who can document good conduct for at least a three-year period after leaving the service.

As part of the study, we are asking a few questions to employers of ERC holders. It is important for us to learn what part, if any, the ERC had in the hiring of the man with the certificate. We also want to find out what these employers think of the ERC program and what questions they have about it.

One of your employees is an ERC holder. He has given us written permission to contact you to ask about the ERC.

We are planning to be in your area within the next two weeks, and would like to speak with you then. The interview will take less than 30 minutes, and your name and the name of your company will not be mentioned in any report.

I will telephone you in a few days to arrange an appointment to talk with you about the Exemplary Rehabilitation Certificate.

Sincerely,

Thurlow R. Wilson
Senior Scientist
Director, Project ERC

HUMAN RESOURCES RESEARCH ORGANIZATION
HumRRO

DIVISION NO. 7 (SOCIAL SCIENCE)
300 NORTH WASHINGTON STREET
ALEXANDRIA, VIRGINIA 22314

TELEPHONE:
AREA CODE 703
549-3611

We are conducting a study of the Exemplary Rehabilitation Certificate program for the U.S. Department of Labor. The Exemplary Rehabilitation Certificate or ERC is issued by the Department of Labor to ex-servicemen with general or other than honorable discharge who can document good conduct for at least a three-year period after leaving the service.

As part of the study, we are asking a few questions to employers of ERC holders. It is important for us to learn what part, if any, the ERC had in the hiring of the man with the certificate. We also want to find out what these employers think of the ERC program and what questions they have about it.

One of your employees is an ERC holder. He has given us written permission to contact you to ask about the ERC.

I will telephone you in a few days to talk with you about the Exemplary Rehabilitation Certificate. We will compile your comments together with those of other employers. Your name and the name of your organization will not be mentioned in any report.

Sincerely,

Thurlow R. Wilson
Senior Scientist
Director, Project ERC

Appendix E

MATERIAL USED IN DEPTH INTERVIEWS WITH ERC HOLDERS AND INQUIRERS

1. Special questionnaire completed by inquirer prior to interview
2. Inquirer interview guide
3. Holder interview guide

U.S. DEPARTMENT OF LABOR
OFFICE OF THE ASSISTANT SECRETARY FOR MANPOWER
WASHINGTON, D.C. 20210

Dear Ex-Serviceman:

The Department of Labor is studying the Exemplary Rehabilitation Certificate (ERC) program to see how it may be made more useful to you and other ex-servicemen. Our records show that you requested an application for such an ERC some time ago.

As you recall, an Exemplary Rehabilitation Certificate is given to certain ex-servicemen who show outstanding conduct for 3 years after leaving the service. The ERC application requires references from employers, friends and police.

We are very concerned why some people who ask for applications for an ERC never apply for the certificate. We would like you to let us know, therefore, why you did not complete your application and send it to the Department of Labor.

Thank you for your help.

Sincerely,

Malcolm R Lovell, Jr.

MALCOLM R. LOVELL, JR.
Assistant Secretary for Manpower

1. I didn't file the Exemplary Rehabilitation Certificate (ERC) application because: (Check each reason that applies to you -- like this ☐)

a.☐ I could have finished the ERC application if I had someone to help me fill out the forms and obtain references.
b.☐ I did not want to ask employers for required references.
c.☐ I did not want to ask for character references from people who know me.
d.☐ I couldn't locate 5 people to give character references.
e.☐ I did not want to go to the police for a reference.
f.☐ I had been out of the Service less than the required 3 years.
g.☐ I felt I would have little chance of getting an ERC.
h.☐ I can get the job I want without an ERC.
i.☐ I found out that the ERC wouldn't change my discharge.
j.☐ Other reasons. (Please write in):____________________________

____

2. How did you first learn about the Exemplary Rehabilitation Certificate (ERC)? (Mark only one answer)

a.☐ Friend or relative
b.☐ State Employment Office
c.☐ A lawyer
d.☐ Military officer or NCO
e.☐ Red Cross
f.☐ Veterans organization (AmVET, DAV, VFW, others)
g.☐ U.S. Veterans Administration
h.☐ Congressman or Senator
i.☐ Newspaper or magazine
j.☐ Other:____
(write in)

3. Which parts of the ERC application did you complete? (Check all that apply.)

a.☐ I did not fill out any part of the ERC application.
b.☐ I filled out the application form.
c.☐ I got a statement from my employer.
d.☐ I got statements from people who know me.
e.☐ I got a statement from the police.

4. Who helped you to fill out the forms and to get the statements needed for the ERC? (Mark all answers that apply to you.)

a.☐ Nobody helped me
b.☐ A friend or relative
c.☐ My employer
d.☐ A lawyer
e.☐ State Employment Office Counselor
f.☐ Red Cross worker
g.☐ Veterans Organization representative (AmVET, DAV, VFW, and others)
h.☐ U.S. Veterans Administration counselor
i.☐ Other:____
(write in)

5. Why were you interested in the ERC?

a. ☐ To help me get the job I wanted.
b. ☐ As proof of my good conduct that could be shown to the military discharge review board.
c. ☐ So I could get special help from the State Employment Office.
d. ☐ So I could get a job with the government.
e. ☐ Just for my own personal satisfaction.
f. ☐ For reasons not listed above. ______________________________

____
(write in)

6. When you first heard of the ERC, what did you think it could do for you? (Check any that apply.)

a. ☐ Change my military discharge.
b. ☐ Give me veterans benefits, such as G.I. Bill.
c. ☐ Give me veterans preference at the State Employment Office.
d. ☐ Qualify me for special job help at the State Employment Office.

7. What, if anything, do you think should be done to improve ways of letting people know about the Exemplary Rehabilitation Certificate program? (Mark more than one answer if you want.)

a. ☐ Improve ways of making ex-servicemen aware of the ERC program.
b. ☐ Improve kinds of information given to ex-servicemen who might be interested in an ERC.
c. ☐ Change the name of the certificate.

Write comments on items you checked above: ______________________

____

____

8. What changes, if any, do you think should be made in the requirements for the ERC.

a. ☐ Change the required 3 year waiting period.
b. ☐ Change the required reference from your last employer.
c. ☐ Change the requirement of fingerprinting and a reference from the police.
d. ☐ Change the requirement of 5 character references.

Write comments on items you checked above: ______________________

____

____

9. What changes, if any, should be made to help ex-servicemen who are applying for an ERC? (Mark more than one answer if you want.)

a. ☐ Change the instructions for completing the application for the ERC.
b. ☐ Have local State Employment Offices provide any help needed for completing the ERC application forms.
c. ☐ Issue Exemplary Rehabilitation Certificates from State Employment Offices (instead of from Washington, D.C.)
d. ☐ Improve help given to people writing to Washington about the ERC program.

Write comments on items you checked above: ____________________

____

____

10. Please tell us here what you would like the Exemplary Rehabilitation Certificate to do for you:

____

____

11. What kind of work do you do now? Look at the example below before you answer. (If now unemployed, describe your last job.)

EXAMPLE

Your job title: Supermarket checker

Write what you do: bag groceries, ring up the charges on the cash register + put up stock.

Your job title: ____________________

Write what you do: ____________________

____

____

12. What is your age? ____________

What is your race?
a. ☐ White
b. ☐ Black
c. ☐ Spanish-American
d. ☐ Oriental
e. ☐ Other

13. How much school have you completed?

a. ☐ Less than 8th grade
b. ☐ Less than 12th grade
c. ☐ High school graduate
d. ☐ Went to college but did not finish 4 years
e. ☐ Graduates from 4 year college

14. What year did you leave military service? ____________________
(write year)

NAME:______________________________________

INTERVIEWER:__________________________________

DATE:______________________________________

TIME BEGAN:____________TIME END:______________

1. *How did you first learn about the Exemplary Rehabilitation Certificate (ERC)?*

Answer:________

How did __________________________ *happen to mention it?*

What did __________________________ *tell you?*

2. *Who helped you to fill out the forms and get the statements needed for the ERC?*

Answer:__________

What did _______________________ *help you with?*

3. *Why did you happen to apply for an ERC?*

Answer:_______________

5. *When you FIRST HEARD of the ERC, what did you think it could do for you?*

Answer:_______________

When you applied did you think the ERC could __________________ *or not* __________________________*?*

Do you now think the ERC could ___________________________ *or not* __________________________*?*

6. *AFTER getting your ERC, did you ever go to a State Employment Office (public employment office) for help in finding a job?*

Answer:_______________ (If NO skip to question #10 after making sure by rapidly going through 7 and/or 8)

7. *I see you DID GO to a State Employment Office for help. Did you use your ERC?*

Answer:_______________ (If YES, go to 8. If NO: *Why didn't you use your ERC?)*

8. *You said you WENT TO a State Employment Office and SHOWED your ERC. What happened?*

Answer:________________ (If subject GOT HELP go to question #9. If subject DIDN'T GET HELP: *What do you mean you didn't get help? What happened?*)

9. *If you showed your ERC at a State Employment Office AND GOT HELP, check all the kinds of help you got at this employment office.*

Answer:________________

*Could you explain to me about this*________________________________*?*

10. *If you have used your ERC at a State Employment Office within the last year and a half (since January 1971), please write the address of the office you went to in the space below. (If you cannot remember the street address, just give the city and state.)*

Street Address:____

City:______________________________ State:_______________________

(Narrow down to specific office)

11. *When applying directly to a person or company for a job, how often have you shown your Exemplary Rehabilitation Certificate?*

Answer:_______________ (If NEVER, go to question #12. If ALWAYS or ONLY WHEN ASKED: *Why have you* __________________________________*?*)

By the way, what kind of discharge do you now have?

12. If you have NOT used your ERC whey applying for a job, why not?

Answer:________________________ (If previous question was answered ALWAYS or ONLY WHEN ASKED go to question #13)

13. When you HAVE used your ERC when applying for a job, do you think it helped you?

Answer:________________________ (If answer to question is NEVER, go to question #14)

What did the employer say about the ERC?

What kind of job were you applying for?

Have you ever shown it to another employer?

If YES, what happened?

14. Mark below ALL the ways that having an ERC has actually helped you.

Answer:________________________

How has the ERC helped you?

15. *What, if anything, do you think should be done to improve ways of letting people know about the Exemplary Rehabilitation Certificate Program? (Mark more than one answer if you want.)*

Answer: ______________________

How should ______________________ *be improved/changed?*

Why should ______________________ *be improved/changed?*

How about this brochure? Have you seen it?

Could you look at it and tell me what you think of it?

16. *What changes, if any, do you think should be made in the requirements for the ERC?*

Answer: ______________________

How should ______________________ *be changed?*

Why should ______________________ *be changed?*

17. *What changes, if any, should be made to help ex-servicemen who are applying for an ERC? (Mark more than one answer if you want)*

Answer:______________________

How should ______________________________________ *be done?*

Why should ______________________________________ *be done?*

18. *Please tell us here what you would like the Exemplary Rehabilitation Certificate to do for you.*

Answer:______________________ (probe deeply)

INTERVIEWER COMMENTS:

* Be sure you have name and time filled out, and that subject's other questions are complete.

Appendix F

MATERIAL USED IN PERSONAL INTERVIEWS WITH RECENTLY DISCHARGED SERVICEMEN

1. Interview plan and recording sheets
2. Instructions to interviewers
3. Cards to be displayed to respondent during interview
4. Questions about Department of Labor Pamphlet on Exemplary Rehabilitation Program

Chilton Research Services
Philadelphia, Pennsylvania

Study #8185
July, 1972

SURVEY OF EX-SERVICEMEN

Good ______________, I'm _________ ________________ of Chilton Research Services located in Philadelphia. We are talking with a cross-section of ex-servicement getting their opinions about the Exemplary Rehabilitation Program which is sponsored by the U. S. Department of Labor. The Department of Labor wants to find out what ex-servicemen -- like yourself -- think of the Exemplary Rehabilitation Certificate. CONTINUE WITHOUT PAUSE.

Time Began _____ A.M. ______ P.M.
Time Ended _____ A.M. ______ P.M.

1. Have you ever heard of the Exemplary Rehabilitation Certificate?

CONTINUE	Yes	
SKIP TO Q. 3	No	

2a. (IF "YES" TO Q. 1 ASK) What have you heard about the Exemplary Rehabilitation Certificate?

2b. (IF "YES" TO Q. 1 ASK) Where did you hear about the Exemplary Rehabilitation Certificate?

3. (ASK EVERYONE) This is what an Exemplary Rehabilitation Certificate, or ERC, looks like. HAND CARD #1 TO RESPONDENT. PAUSE . . . As you see, the certificate is issued by the Department of Labor. PAUSE . . . The certificate says that the man has a record of at least three years of good conduct since leaving military service. PAUSE . . . Men who have a general or less than honorable discharge can apply for the ERC.

IF RESPONDENT ANSWERED "YES" TO Q. 1 AND ANSWERED Q. 2, GO TO Q. 4.

3a. (IF "NO" TO Q. 1 ASK) Now, do you ever remember hearing about an ERC?

CONTINUE	Yes	
SKIP TO Q. 4	No	

3b. (IF "YES" TO Q. 3a ASK) Where did you hear about the ERC?

4. ASK EVERYONE. Now, I shall give you information about the ERC. This is information from the Department of Labor. The first paragraph tells why the ERC is needed. HAND CARD #2 TO RESPONDENT. Please read this over and then comment. PAUSE

4a. Do you have any questions about what this says?

4b. Do you have any comments?

5. HAND RESPONDENT CARD #3. This information from the Department of Labor tells the benefits of having an ERC. PAUSE

5a. Do you have any questions about what this says?

WHEN RESPONDENT FIRST ASKS A QUESTION, SAY: I can't answer your questions. I'm an interviewer. I'll write your questions down because it is important for the Department of Labor to find out the kinds of questions people have about the ERC program. When you have finished reading all the information from the Department of Labor you should have answers to most or all of your questions. If there are still things you want to find out, I'll tell you where to go to get answers.

5b. What do you think about the help in finding a job that men with an ERC are supposed to get from State Employment offices?

5c. Do you think that showing an ERC to an employer should help a man to get a job -- or should not help a man to get a job?

DO NOT READ	ERC should help to get a job	
	ERC should not help	
	It depends	
	Don't Know	

5d. Why do you say that?

6. This tells what you have to do to get an ERC. HAND RESPONDENT CARD #4. PAUSE.

6a. Do you have any questions about what this says?

6b. Do you think that people applying for an ERC should have to get a statement from the police?

Yes	
No	

(IF "NO" ASK) Why do you say that?

6c. Do you think that people applying for an ERC should have to get statements from employers?

Yes	
No	

(IF "NO" ASK) Why do you say that?

6d. Do you think that people applying for an ERC should have to get statements from five people who know them?

Yes	
No	

(IF "NO" ASK) Why do you say that?

7. This tells where people can go for help in getting an ERC. HAND RESPONDENT CARD #5. PAUSE.

7a. Any questions about what this says?

7b. Do you have any comments about the help available to people applying for an ERC?

---

8. This last paragraph tells how the ERC affects military discharge and veterans' benefits. HAND RESPONDENT CARD #6. PAUSE.

8a. Any questions about what this says?

8b. It says that the ERC won't change your military discharge. What is your comment about that?

8c. It also says that the ERC won't change any veterans' benefits. What is your comment about that?

9. Now, I'd like you to mark answers to those questions about the ERC. HAND RESPONDENT ERC QUESTIONS. You can look at this Department of Labor pamphlet, if you wish. GIVE DEPARTMENT OF LABOR ERC INFORMATION SHEET TO RESPONDENT. You see that this pamphlet contains all the information you just finished reading. PAUSE. The Department of Labor wants to know whether this pamphlet is clear enough to allow people to answer these questions. After you finish marking your answers, I'll give you a copy with the right answers checked. While you are marking answers, I'll go over what I've been writing.

(WHEN RESPONDENT FINISHED MARKING ANSWERS, SAY) O.K., now let's find out whether there was anything the pamphlet did not make clear to you. HAND RESPONDENT COPY WITH CORRECT ANSWERS MARKED. You can compare the answers with your answers. Please don't change any of your answers. WAIT UNTIL RESPONDENT STUDIES THE ANSWERS AND WRITE DOWN ANY COMMENT ABOUT THE QUESTIONS. WHEN RESPONDENT FINISHES, COLLECT HIS ANSWERS TO ERC QUESTIONS.

9a. Now, you know about the ERC. You know that you have to be out of the service for three years before you can apply and that when you apply you get statements from employers, from the police and from people who know you. From what you know now, how likely are you to apply for an ERC? Would you say . . .

Definitely will apply	
Probably will apply	
Probably won't apply	
Definitely won't apply	
Don't know, depends, etc.	

DO NOT READ

10. Why did you say that you (ANSWER FROM Q. 9a) apply? PROBE: Tell me more.

Finally, I need a few facts about you to classify your answers.

11. How old are you?

Years ______________

12. How much school have you completed?

DO
NOT
READ
ALTERNATIVES

Less than 8th grade	
Less than 12th grade	
High school graduate	
Went to college but did not finish 4 years	
Graduated from a 4 year college	

NOTE: THESE CATEGORIES DO NOT INCLUDE VOCATIONAL TRAINING. IF RESPONDENT ANSWERS "VOCATIONAL TRAINING", "TRADE SCHOOL", ETC., ASK: What grade did you finish in school?

____

13 Are you now going to school or taking some kind of training?

Yes	
No	

(IF "YES") What kind of training of schooling?

14. Are you working now?

	Yes	
GO TO Q. 15	No	

14a. In what industry do you work?

____

14b. What is your job title?

____

14c. Exactly what do you do on your job?

15. Have all of your questions about the ERC been answered?

CONTINUE	Yes	
WRITE QUESTIONS BELOW	No	

If you have questions about the ERC you can write the Department of Labor at this address. SHOW DOL ADDRESS OF ERC INFORMATION SHEET. If your questions concern discharge or veterans' benefits, you can get help through the local offices of these organizations. POINT TO LIST OF HELPING ORGANIZATIONS ON ERC INFORMATION SHEET.

That's all. Thank you very much for your help I'll leave this Department of Labor pamphlet with you.

SHORTLY AFTER COMPLETION OF THE INTERVIEW, THE INTERVIEWER ANSWERS THESE QUESTIONS.

16. What is the race of the respondent?

White	
Black	
Spanish-American	
Other (SPECIFY)	

17. Were there any problems in conducting this interview?

EXPLAIN PROBLEMS BELOW	Yes	
	No	

Chilton Research Services
Philadelphia, Pennsylvania

Project: CRS #8185-72
July, 1972

SURVEY AMONG RECENTLY DISCHARGED SERVICEMEN

Instructions to Interviewers

A. OBJECTIVES

This study is being conducted to obtain reactions of recently discharged servicemen to the U. S. Department of Labor's Exemplary Rehabilitation Certificate Program.

An Exemplary Rehabilitation Certificate, or ERC, is issued by the Department of Labor to exservicemen with a general or less than honorable discharge who apply and qualify for the certificate.

Please read and study one of the enclosed pamphlets. The pamphlet explains the benefits and application procedures for the ERC.

B. RESPONDENTS

The respondents will be men discharged from the Army in 1971 with a general or less than honorable discharge. The types of discharge includes general, undesirable, bad conduct, and dishonorable. The bad conduct and dishonorable discharges are issued as a result of a military trial or court martial. The other kind may be given for a variety of "administrative reasons" of unsuitability for military service. Because of the variety of reasons for which individuals get an other than full honorable discharge, you should not assume that your respondents will all have a hostile attitude toward the military. The names and addresses of the exservicemen which appear on the accompanying 3 x 5 cards were obtained from service records. This means that the addresses are those listed by the servicemen as the address of record prior to his discharge -- up to 18 months ago. Thus, the addresses may or may not be current as of the date of the study.

You will note there are two names and sometimes two addresses on each card. The first represents the address of record as described above. The second is the next of kin and usually is a wife or parent.

Your particular list will contain the names and addresses of approximately 20 exservicemen. We are hopeful that you will be able to obtain completed interviews with five (5) of the 20 names supplied.

We want you to meet one additional qualification. You will note there is a number from 1 to 4 in the upper right hand corner of each card. This designates the type of discharge. We would like for you to obtain at least one completed interview from each of the four number categories.

C. PROCEDURE FOR LOCATING RESPONDENTS

The study has been pretested in two different geographic areas. Based on these pretests, we have developed the following procedure for you to follow in order to locate the respondents:

1. ATTEMPT TO MAKE TELEPHONE CONTACT WITH RESPONDENT TO ARRANGE FOR TIME AND PLACE FOR INTERVIEW

   a. Consult the appropriate telephone directory and/or appropriate Directory Assistance Operator to obtain a telephone number for the respondent (and the next of kin.)

      IF NO TELEPHONE NUMBER AVAILABLE FOR EITHER EXSERVICEMAN OR NEXT OF KIN, FOLLOW PROCEDURE DESCRIBED IN #2 BELOW

   b. IF YOU LOCATE TELEPHONE NUMBER FOR EXSERVICEMAN, contact the respondent by telephone and arrange for time and place for interview. (Consult Section E of this guide for suggestions of how to describe the purpose of the study.)

   c. IF YOU LOCATE TELEPHONE NUMBER FOR NEXT OF KIN BUT NOT FOR EXSERVICEMAN, contact wife or parent and find out how the respondent may be contacted. (Consult Section E of this guide for suggestions on how to describe the reason for wanting to contact the respondent.)

2. IF NOT POSSIBLE TO MAKE CONTACT WITH RESPONDENT BY TELEPHONE, USE THE FOLLOWING PROCEDURE FOR MAKING FIELD CONTACT.

   a. Travel to listed address of exserviceman.

   b. If respondent lives at listed address and is at home, conduct interview.

   c. If respondent lives at listed address but is not at home, however some other member of his family is at home, determine the best time to return to conduct the interview. Return at that time and conduct interview.

   d. If respondent lives at listed address but nobody is at home, check with neighbors to determine when is the best time to contact the respondent. Return as necessary to establish contact and conduct the interview.

   e. If you cannot determine whether or not respondent lives at the listed address, check with neighbors to determine if respondent lives at that address. If not, try to determine his current address from neighbors. You may try checking with neighbors (in case of single or multiple dwelling units), maintenance or building managers (in case of apartment buildings), or nearby retail stores.

   f. If you are unsuccessful in locating respondent while visiting the neighborhood of the listed address, travel to the address of the next of kin and follow the same procedure as necessary to locate the respondent or the next of kin.

D. DISPOSITION OF LOCATION ATTEMPTS

You should complete a call report for each intended respondent. Carefully write in the time, date, and type of contact together with the results of your efforts. This will provide our client with a record of the effort made to locate each respondent.

E. SUGGESTIONS FOR DESCRIBING PURPOSE OF STUDY

It is mandatory that certain cautions be observed in explaining the purpose of the study to the respondent and the reason for wanting to contact the exserviceman when you talk with others. Here are certain suggestions you may use as guidelines.

1. Explaining Purpose of Study to Respondent

a. Carefully follow the suggested introduction used in the questionnaire.

b. We have found mentioning that the survey is being conducted among a cross-section of exservicemen is usually sufficient to generate interest in participating in the survey.

c. You may mention that the study is being sponsored by the U. S. Department of Labor.

d. Although you may use the term, "Exemplary Rehabilitation Certificate" in your introduction, DO NOT ATTEMPT TO EXPLAIN WHAT IT IS. If asked what it is, just tell the respondent that you are trying to find out what he knows about the Exemplary Rehabilitation Certificate -- then proceed with the interview.

e. DO NOT MENTION IN THE INTRODUCTION ANYTHING ABOUT THE TYPE OF DISCHARGE. That will come out in the course of the interview.

2. Explaining the Purpose of Study to Parent or Other Relative

a. You may mention the fact that you are conducting a study among a cross-section of exservicemen.

NOTICE THAT THE TERM EXSERVICEMAN IS USED -- NOT VETERAN. THIS IS QUITE INTENTIONAL. The term exserviceman refers to all exservicemen regardless of type of discharge. Certain types of discharges do not carry veteran's rights. If you get into the habit of using "exservicemen," then the terminology will be correct and will NOT embarrass any respondent.

b. You may mention the fact that you are conducting a study in behalf of the U. S. Department of Labor.

c. DO NOT MENTION THAT THE STUDY INVOLVES THE EXEMPLARY REHABILITATION CERTIFICATE. DO NOT MENTION THAT THE STUDY RELATES TO PERSONS WITH LESS THAN AN HONORABLE DISCHARGE.

We have found that some exservicemen who receive less than an honorable discharge do NOT tell certain members of the family. It is imperative that you do not inadvertantly disclose the nature of the discharge to ANYONE other than the respondent -- and this only in the course of the interview.

3. Explaining the Purpose of Study to Neighbors, etc.

a. Normally, you should have NO reason to disclose to neighbors, retailers, apartment managers, and others the reason for wanting to contact the respondent.

b. If asked the reason for wanting to contact the respondent you may indicate that it relates to a study which you are conducting among exservicemen. It should be unnecessary to say any more.

F. CONFIDENTIALITY

It is imperative that complete confidentiality be maintained regarding this study. Here are the most critical points relating to the confidentiality of the study.

1. Names of Respondents

Do NOT discuss the names of the respondents with anyone other than your supervisor and with the field supervisor at Chilton Research Services. Do not discuss with others any of the comments made by any respondent -- with or without identification of names.

The subject can be quite sensitive to certain respondents. Do NOT be the cause of breaking any "secrets" which the respondent may disclose to you. This includes the nature of the study, the status of his discharge, etc.

2. Subject of Study

As discussed above, do not disclose the true objectives of the study (Exemplary Rehabilitation Certificate Program), or the type of respondents with anyone other than the respondent, your supervisor, and the field supervisor at Chilton Research Services.

G. INTERVIEWING PROCEDURES

Use the prepared introduction which appears on the questionnaire. Follow the cautions discussed above in Section E-1 of this Interviewer Instructions.

Q. 1	Self explanatory. If respondent "not sure," follow procedure for "yes" answer.
Q. 2a	Give respondent time to think about his answer. Record all of his comments.
Q. 2b	Be as specific as possible. List source(s) of knowledge about ERC. If heard from "someone else," determine who the person is. For example, from Red Cross, lawyer-friend, etc.
Q. 3	The wording of your description has been worked out carefully. Follow the wording with care. Be sure to talk slowly so the respondent will understand you and make the pauses as indicated. Show card at appropriate point.
Q. 3b	Same comment as for Q. 2b
Q. 4	Follow question wording
Q. 4a	This is designed to ascertain if respondent has any questions of understanding. Write down verbatims. Write down comments even though they may not be in direct response to the question as stated.
Q. 4b	This question is designed to determine if the respondent has anything else he may want to say about the statement on the card.
Q. 5	Self Explanatory
Q. 5a	Write down fully any comments. Each completed questionnaire will be evaluated very carefully with respect to the type of comments and questions the respondent makes. Be sure to write down comments in respondent's own words.
	NOTE CAREFULLY THE INSTRUCTIONS. DO NOT ATTEMPT TO ANSWER QUESTIONS. THIS STATEMENT SHOULD FORESTALL ANY QUESTIONS DIRECTED TO YOU.
Q. 5b	Write comments fully.
Q. 5c	Self Explanatory.
Q. 5d	Write all comments made. Use respondent's wording. Do NOT paraphrase.
Q. 6a	Follow same instructions as for preceding questions.
Q. 6b	PROBE "Is there anything else".

Q. 6c PROBE "Is there anything else".

Q. 6d PROBE "Is there anything else".

Q. 7 Follow instructions as for preceding questions.

Q. 8 Follow instructions as for preceding questions.

Q. 9 Follow explanation as prepared in questionnaire. Note that the respondent may use the pamphlet if he wishes.

Q. 9a PLEASE MAKE NOTE ON QUESTIONNAIRE WHETHER RESPONDENT DOES OR DOES NOT USE PAMPHLET WHILE FILLING IN QUESTIONNAIRE.

You may comment that the Department of Labor is interested in evaluating the pamphlet -- not the respondent. Try to avoid making this appear as a test.

Be sure to busy yourself with your interviews or other materials while respondent completes the written form. Do NOT rush him or make him feel ill at ease by watching him fill it in.

You may let the respondent compare his answers to the correct answers as provided in your kit. Remember, let the respondent know that the purpose of the written questionnaire is to evaluate the pamphlet -- not the respondent.

Be sure to attach the self-administered questionnaire as part of the personal interview -- and be sure respondent's name is written on the written questionnaire.

Q. 9b Write down any comments that may accompany his direct answer to the question.

Some respondents may claim they have an honorable discharge. Some less than honorable discharges are listed as "under honorable conditions".

Therefore, do not question the respondent if he says he has an "honorable" discharge.

Q. 10 PROBE: "Tell me more."

Q. 11 Self Explanatory.

Q. 12 Note comment regarding "Vocational School" DO NOT READ ALTERNATIVES

Q. 13 Write down type of schooling. Indicate as on the job training or whatever best describes the type of schooling the respondent is taking.

Q. 14 Determine what kinds of activities the respondent performs. A good description of his activities or duties will permit us to make the kind of analysis necessary for this study.

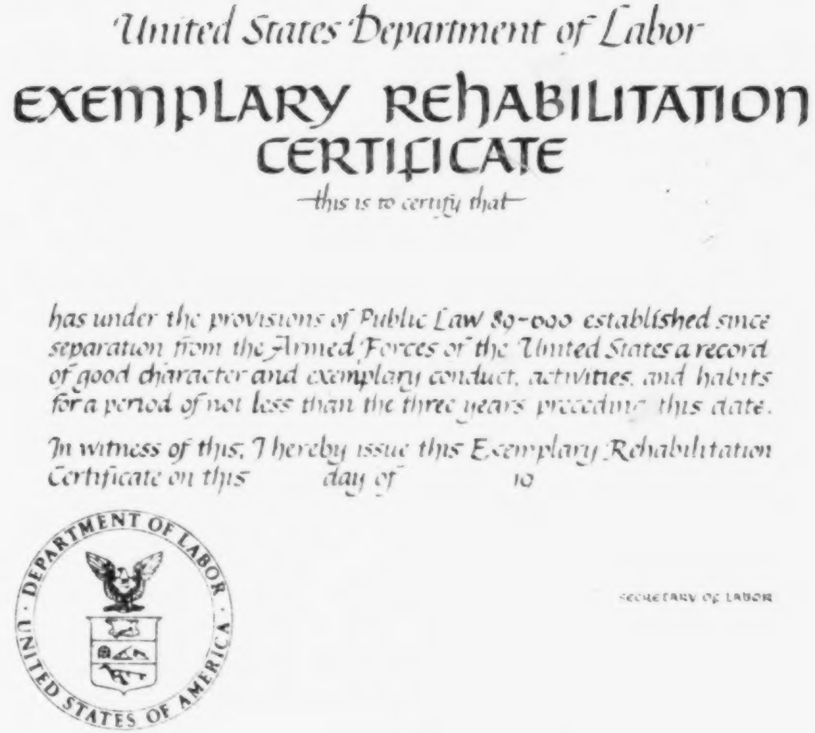
Q. 15 If respondent has any questions at all about the ERC at this point, be sure to write them down carefully as stated by respondent. Use respondent's own words.

You have been given a supply of the U.S. Department of Labor pamphlets. We have found it helpful for the interviewer to circle the address of the office to which to write for further information about the ERC. This will give you an opportunity to do something for the respondent.

Our experience indicates that the Red Cross is an especially good source of information about the ERC, veterans benefits, etc. If the respondent asks about a local source of information, you may suggest that he contact the nearest Red Cross office.

Q. 16 Observation

Q. 17 Describe in detail any problems you encountered that will help in evaluating the completed questionnaire -- or the ERC Program.



United States Department of Labor

EXEMPLARY REHABILITATION CERTIFICATE

—this is to certify that—

has under the provisions of Public Law 89-000 established since separation from the Armed Forces of the United States a record of good character and exemplary conduct, activities, and habits for a period of not less than the three years preceding this date.

In witness of this, I hereby issue this Exemplary Rehabilitation Certificate on this day of 10

SECRETARY OF LABOR

Over one and a half million men and women hold general or other than honorable discharges from the Armed Forces. Yet, many of them have long records of good conduct in civilian life. If you are one of these, here's your chance to offset the blemish of your military discharge.

APPLY FOR AN EXEMPLARY REHABILITATION CERTIFICATE that will document your good conduct as a civilian over the past three years.

The certificate is tangible evidence to show employers that you've made good . . . that you are now among those whose conduct as a civilian is "exemplary." And another benefit . . . the certificate will entitle you to special job-counseling and job-placement services at the local office of your State employment service.

TO RECEIVE AN APPLICATION FOR A CERTIFICATE fill in and mail the blank in this leaflet and the necessary forms will be sent to you. One will be the application which you fill out. Each of the other three forms will indicate from whom you should get statements on your good conduct. These people are:

- The chief law enforcement officer of your city, town, or county.
- Your present or former employer.
- At least five people who have known you for three years or more.

After the forms are completed, mail them, along with your completed application, to:

U.S. Department of Labor
Manpower Administration
Washington, D.C. 20210
Attention: METTX

IF YOU NEED HELP in completing your application or in getting the required statements, get in touch with one of the following national organizations:

American Red Cross
American Veterans of World War II and Korea
Catholic War Veterans
Disabled American Veterans
Jewish War Veterans of the USA
Veterans of Foreign Wars

A COPY OF YOUR CERTIFICATE will be supplied by the Secretary of Labor to the Secretary of Defense for placement in your military record.

This certificate won't alter your military discharge and it won't change any of your veteran's benefits under other laws.

But it may spell the difference between a productive, rewarding job and a low-paying job—or, maybe, no job at all. It is a prize document.

To apply for a certificate, fill out the attached blank.

Chilton Research Services
Philadelphia, Pennsylvania 19139

Study #8185
July, 1972

QUESTIONS ABOUT DEPARTMENT OF LABOR PAMPHLET ON EXEMPLARY REHABILITATION CERTIFICATE

CHECK THE CORRECT ANSWERS. SOME QUESTIONS HAVE MORE THAN ONE CORRECT ANSWER.

1. How many years do you have to be out of the service before you can apply for an ERC?

_____A. One year
_____B. Two years
_____C. Three years
_____D. It doesn't matter how long you have been out of the service

---

2. Where do you write to get application forms for the ERC?

_____A. Your nearest State Employment Office
_____B. The Department of Labor, Washington, D. C.
_____C. U. S. Veterans' Administration office
_____D. The Red Cross

---

3. Where in your community can you go for help in filling out the ERC forms?

_____A. The local State Employment Office
_____B. The local office of the Red Cross
_____C. The local office of a veterans' organization, such as AmVets, VFW
_____D. The local office of the Veterans' Administration

---

4. What kind of ex-servicemen can apply for the ERC?

_____A. Those with an honorable discharge
_____B. Those with a general discharge
_____C. Those with an undesirable or bad conduct discharge
_____D. Those with a dishonorable discharge

---

5. What kind of help are State Employment Offices supposed to give to men who have ERC's?

_____A. No help
_____B. Job counseling
_____C. Job placement help
_____D. Special financial help for job training or education
_____E. Veterans' preference or points for government jobs.

---

6. If you get an ERC, will that change your military discharge?

_____A. Yes, always
_____B. Yes, sometimes
_____C. No, never

7. Does an ERC change veterans benefits?

_____A. Yes, after getting an ERC, you get all veterans benefits
_____B. Yes, after getting an ERC, you get GI Bill benefits
_____C. No, the ERC does not change your benefits

8. How can the ERC help you when applying for a job?

_____A. It tells the employer that you maintained a good record for three years after leaving the service.
_____B. The ERC tells the jobs you have had since leaving the service together with employers' recommendations.
_____C. If you apply to a government employer, he is supposed to give you special consideration because of the ERC.

9. Who are you required to get statements from when you apply for an ERC?

_____A. The police
_____B. Veterans Administration
_____C. Five people who have known you
_____D. Your employer
_____E. Your local State Employment Office

Appendix G

INQUIRERS COMMENTS AND LETTERS

INQUIRERS COMMENTS

An ERC doesn't suit the purpose that a changed discharge would, and makes an employer leery in any case.

***

Because my general character (general discharge) I could not face people and embarrass them by asking. P.S. I still have forms in my position.

***

Family broke up...I was guilty of one count of drunk in public...which I felt would keep me from getting a clean police record ...

It has been almost 3 years now since that charge and I have had a clean record.

I am still interested in obtaining an ERC.

***

I'm having a hard time trying to get a letter from the Chief of Police in my home town because he said they don't give out letters to anyone. He said in the first place he doesn't know me.

I told him the reason why he doesn't know me is because I have no Police record and was never brought before him for anything.

But when Election Day came I voted for him. I didn't know him, but I voted for him.

I told my Assemblyman what happened; so he gave me a letter instead. He said his letter is better than a Chief of Police. He made a few phone calls and found out I have no Police Records.

***

The Police Department charges money for filling it (the Police records check form) out. A total of $10.00. I am unemployed so it would be a hassle for me.

***

The biggest reason I didn't file for the Certificate is that I knew that the Navy would never change my discharge despite the fact that I've stayed straight ever since I've been out.

***

It has been 22 years since my discharge. I have one honorable discharge, that was during the war "41-46. That proved I was not a bad character. The other time in the Navy I served 2 years 5 months, I was overleave 2 days, then they gave me a BCD. Do you think that was fair? Take a look at those junkies, going home with good discharges. Them days if I was a junkie I would of got 20 years. P.S. Thank you for being interested. I love my country and people, we all have faults. God bless you.

***

I feel that after 3 years and 7 months of service I didn't deserve to get a BCD that would hold my family and myself back for the rest of my life and also I feel that an ERC would do little to relieve the situation. Also, it has no use in applying for a Civil Service job.

***

No good paying job would hire me with ERC or no. So I've worked at $1.65 an hour for the last 5 years with no better work coming. No one wanted to hire this vet.

***

I don't think it will do me any good to try. I know how much trouble it is to get a better discharge.

***

Had the Program been in effect at the time of my discharge (1946) I would have applied for the Certificate as soon as time would permit. At that time it may have had some effect on my future - However, without it, I had a better than average employment Success, therefore wouldn't realize any of the benefits of the ERC.

***

I have written to various people to try to cut through the endless red tape that I have found extant in every phase of government. I was court-martialled 11 years ago for telling off an NCO which is strictly a military offense. I need an ERC like I need a hole in the head. I have been employed since November 1961 as a printer-proofreader. I was upgraded to journeyman status by the Int'l Typographic Union after 13 months of a required 6 year apprenticeship.

I have no police record and do not intend to acquire one. I pay over $3,000 yearly in taxes for the privilege of corresponding with people who have given me more advice than I'll use in four lifetimes.

I would like to prove where the US Gov't erred in giving me a BCD and I'll probably spend the rest of my life trying. I have no idea how your office got in on the act.

***

I found people just laugh at it and said it wouldn't help me get the job. Send me more forms and I'll try again.

***

To much trouble for nothing. If you understand what I went threw you would understand.

***

I feel the offense of AWOL is no reason to be treated as a criminal in civilian life and to receive a certificate would only prove so.

***

Because of the injustice done to me and my discharge. I feel that an ERC is like saying I'm guilty of something that I have not been charged of, and that is why I am trying to fight this unjust charge. I'll go hungry one hundred times over before I'll say I'm guilty to something so unlawful, as the discharge I received.

***

I cannot get a job and keep this job long enough for me to ask the employers to give me the required references, because of my discharge from the Army and the "4F", which I received from the Selective Service System, and the fact that I didn't complete high school.

***

As I state on the enclosed letter, I am in the process of obtaining the necessary information for filing for an Exemplary Rehabilitation Certificate.

It seems somewhat of a slow procedure, however, I do have most of the necessary forms filled, but there are a couple I am waiting on. I am having no problems, as far as I know, but it is a bit of a strain on me to bring up this "nightmare" and "dirty unjustified" discharge that I did receive, and it gets me so darn shook up I have to cool off for a while before I can go through with it.

***

When I went about getting my discharge changed, I had to ask friends and my boss for references. I didn't want to impose on them again unless it was absolutely necessary...

(has now changed his mind and is going to apply -- thinks it will help him get advancement in his company or maybe a new job).

***

Just a token program similar to others that do not eradicate the causes of discrimination in Amerika!

***

I have been turned down by welfare because I am employable, I have been turned down by unemployment because I am unemployable, I have been turned down by Social Security because I am retrainable and I have been turned down by Rehabilitation because they were out of money which has changed since. Now I am sick and tired of applying for things and getting turned down after paying taxes for so many years for everybody else and then being made to feel like an ass hole when I ask for it. But I guess it's because I have not been layed up long enough - it has only been 1 year and 2 months.

***

I am not a criminal. Nor do I or did I ever require any rehabilitation. The name "ERC" is an insult in itself.

I find the requirement that five people give evidence of my "rehabilitation" somewhat laughable in itself.

If I may do any more to help you out of your pitiful situation, please contact me.

***

Didn't want to ask people who thought I had received Hon. discharge for help in obtaining ERC. References readily available as am active in civic affairs and fraternal orgs. but all assumed I had hon. discharge. Felt this attitute was worth more than ERC.

Also feel that ERC would call attention to fact that Disch was "under Hon. conditions" only, among potential future employers. Only problems to date have been where personnel officers are retired military officers. Reason for requesting ERC info is that electronics eng. tech is often not a permanent job due to fluctuation of contracts - my skills and recommendations give me a head start on most job openings (short hair helps, too).

***

The forms required for an ERC are very difficult to fill out when you don't want the people giving references and information to know why they're doing so. I know in my case, and probably in many others I was ashamed of what people might think after filling out the forms.

***

Even if people do not know about your discharge, you have to tell them about it to fill out the forms. The purpose should be to find out about your character and other related items. How can you become a useful member of the community when you have to let the leading members and friends know about things that they most likely would never know about anyway. In the service I do not feel I received a fair hearing and I am not going to let it hold me back in any way in civilian life.

***

I like to have a good discharge. I don't have long to live.

***

INQUIRERS LETTERS

Dear Sir:

I was pleased to receive your inquiry regarding the ERC. Perhaps I may be of some help concerning these certificates. Or at least in my case.

First I would like to give you some background material on myself since my discharge from service on Sept. 1956.

AGE - 36

MARRIED - Three (3) Children

EDUCATION - High School (GED) 85 Credit Hours College to Date
(Nite School) Dean's List Three (3) Times

EMPLOYMENT: At Present Gen. Mgr. Branch Office Const. Firm
Duties: Estimator, Project Mgr. Etc.

CIVIC AREA:

PAST PRESIDENT: Band Club

FORMER: Jaycee

ACTIVE IN SCOUT WORK

PAST PRESIDENT: (Trade Organization)

PAST VICE PRESIDENT: (Trade Organization)

MEMBER: Masonic Lodge

MEMBER: Scottish Rite

MEMBER: Shrine

FORMER SUNDAY SCHOOL TEACHER (Active in Church)

HAVE BEEN APPOINTED TO GOV. STAFF TWICE (2)

OWN MY OWN HOME

ALSO ENGAGE IN MANY CIVIC FUND RAISING ACTIVITIES

Mr. Lovell:

I do not wish to sound like that I am blowing my own horn, but I have listed the above for a purpose.

It took me thirteen (13) years to win a reversal of my discharge. And it has taken a lot of hard work to even get where I am today. I have had a good many setbacks, and expect to have more in the future, yet this is part of life and I accept it.

The point that I am trying to make is this: I am sure that there are many more thousands of ex-servicemen just like me, who has and is working just like me, and whatever we have built for ourselves in our community, we would like to keep. This applies very much so in a small town.

I do not lie about myself, but what I consider my private business I would like to stay private, yet if I had taken the present ERC form around to the Police Department (and I know all the members) and to the Mayor (who I know) and the presidents of our three local banks (who I know) and to all the business leaders (whom I also know) I am sure that you can realize the results.

In summary: What the Dept. of Labor needs is a form that will not cause a man to lose what pride or self-respect that he has worked for, and/or earned.

I don't know if I have made myself clear or not. I hope I have, and I appreciate the interest that your Dept. is showing. But you must remember, these men that I have been talking about, and I include myself, work under a double hardship without adding to this burden, if it became public knowledge.

Sincerely,

May 25, 1972

Dear Mr. Lovell:

I was sent a list of questions to answer, in regards to your ERC program. Instead of answering your questions, I'm going to try to explain a little of what I have been through in the past 20 years (since discharge).

First I would like to say, I am very glad that someone in Washington has taken enough interest in men like myself, who has received undesirable discharges, or other type than honorable. After twenty years of extreme hardship someone is trying to do something to help.

I was in the Korean war in 1953 and received this discharge Dec. 10, 1953, mainly for A.W.O.L. charges (not when in combat). I went A.W.O.L before Korea, and after the war ended.

I have only been able to get low paying jobs, and always have to receive some sort of help from Public Welfare.

I have taken civil service test, passed, was never called for the jobs. (List ran out.) I was turn down outright for dozens of jobs because of the discharge. The ERC is just not honored anywhere. And for very plain reasons, Employers can get college grads, High grads, Vets with honorable discharges. So why hire Branded men. Employers can get the cream of the crop today. So why hire misfits, meaning men who carry a Undesirable brand on their name. I have went through Employment office rehabilitation programs. Nothing ever came of this. Some jobs through employment offices only netted low paying jobs. I have went through almost everything you can name in the past twenty years, and I can tell you that nothing about the ERC helps a man. (since receiving ERC)

I have made 18 appeals to the army in the past 20 years only to be turned down every time. I think I have wrote to almost every senator and congressman from my district trying to get something done to help men like myself, I even wrote to your office in the past.

There is over a million and a half of these type discharges given to men and women so far. And I believe if a survey was taken you would find that the biggest part of these men and women are receiving some sort of public welfare. I told this to certain Senators. Also I explained that the government has programs for almost everything, but not one to rehabilitate men like myself.

I am almost 42 years old now, I am married, have six children and my wife is a cancer patient. Our life has been one living hell, because of the discharge.

And I am willing to talk to anyone who is interested in helping men with bad discharges. I have many ideas of what can be done to straighten out the lives of men who carry these discharges. And I would be more than willing to come to Washington to your office and express some of my ideas. If you would like to talk to me about this subject, just tell me when to be at your office.

As I said before, I have been trying to get help for my family, and also some sort of program started for the men who received these discharges for twenty years. And I will talk to anyone who is interested enough to listen.

And please do not take me wrong about the ERC program. Whoever thought of this was trying to help, and it is appreciated very much.

But it is not the solution to the problem. Mr. Lovell, I could write a book on this subject and the problems that go with these discharges. But I will close now. And if you would like to talk to me, just tell me when.

Sincerely,

Pennsylvania

May 26, 1972

Dear Mr. Lovell:

I am glad you have given me the opportunity to speak out on this issue as I have wanted to for some time.

While your list of reasons makes sense, yet you have failed to mention the most important. People will oblige to a request for reference to persons known to them but to ask a notary public seal affixed to it is something else. Few people will go to this extreme. They feel imposed upon to spend THEIR money in order to honor another's request and it is indeed asking too much. It seems as tho you are asking them to reach beyond the limits of good judgement. And it is. Your requirements in this area are too rigid and I suspect this is the main reason applications are withheld and you don't receive them back.

Also, in regards to the Police Department. I was advised that they did not relinquish character references to other than law enforcement agencies and the FBI. This information I informed you of, yet you pressed further and asked me to try again to no avail. You can't push people into doing what is foreign to their laws and authority. They have to abide by them and to subject them to do so is beyond good reasoning.

These two reasons are sound and I am sure this is wherein your answer lies when it comes to ignored response from your askings.

I am glad I had the chance to bring this to your attention. You indeed ask too much.

Sincerely,

California

June 1, 1972

Dear Mr. Lovell:

I have decided to write this extra, along with the paper you have sent me to simply check the boxes with an X. I do hope my letter is not in vain and some one does read this. After I had gotten Exemplary application and read what all I was supposed to do, I was in amazement. It might be a little different for a man to be able to go to the Police Station but for a women to have to lower herself and be extremely embarrassed is certainly not upon my liking. Another point I would like to make, if some of the Labor people cannot understand, is do they think that after one receives this horrible sounding discharge that one would want to make it public and known to all their workers and family and friends?? As for myself I try not to even think about it because it starts to make me very depressed and angry all over again. I am from a rather small town and if I were to go ahead and do all the things and requirements that were asked for, the chances are some one along the way would want to make this known. It's funny, because I now have a little feeling and understanding what a criminal must constantly go through. I certainly do not compare myself to one as I haven't done anything tragic or hurt anyone. I still do believe that when one goes into the service and made to live and come in contact with these many types of people that you cannot escape becoming friends and sometimes innocently involved. For this, then you are given that terrible tag of undesirable. Which I am far from being labeled that. If not known what for, I could most certainly get you 50 letters of good standing from friends and workers. Right now I am working for a man who is a ____________ for the City ... I can just see the look of misunderstanding when going to these people with that paper you want to fill out. I do think you could come up with some other kind of less embarrassing way for these people to obtain an ERC. I do not wish to go to all my friends and try to explain all what I've tried to keep unknown for these years. My husband has been in the Navy and wholly agrees with me. I'd just rather go along without the ERC and keep this tag unknown. I do hope they will change this procedure before I get too old to be able to have peace of mind and not have this hanging over my head.

Sincerely,

Ohio

Dear Sir:

It's true that I asked for an application for an Exemplary Rehabilitation Certificate and never applied for the certificate. The reasons are that since I've been out of the service, I have never been able to get a job by telling the employer that I was in the service and have a Bad Conduct Discharge. Even when I try to impress on him or her that I qualify for an Exemplary Rehabilitation Certificate. It still doesn't matter, the only thing that matters to them is that I have a Bad Conduct Discharge and I must be some kind of menace to society because they sure won't hire me. Sure I can get a job, but to tell the truth I have to lie about the service to get it. The jobs I get pay enough for me to exist, not really live. The jobs that I want that pays the money I need to make I can't get because of the service. I can't lie to get those jobs because they check you out. I went to the Veterans Administration and they told me that I'm not a veteran. Now read that last part of my last sentence carefully, the Veterans Administration doesn't even consider me a veteran. Why? Because I have only 150 days in the service and not 181 days. Now you people at the U. S. Department of Labor I guess you're trying to help in some way, but the help you're giving is on a general and mass basis. You want to give everyone who has an other than honorable discharge an Exemplary Rehabilitation Certificate. The help should be more on an individual basis as the situation arises. You'll give me a certificate that states in short that I have been a good citizen in civilian life since I've been out of the service. But listen, I have been a good citizen all my life. From the time I was born until the time I went into the service I have never been in trouble with the police or any other law enforcement agency. From the time of my discharge Oct. 1968 until now the same applies now I have had no trouble at all. I am now an applicant for the fall semester at Columbia University and they told me that I might not be accepted because of my discharge. Now even if I do get accepted and complete college, most of the jobs are still closed to me because of my discharge and that's a fact because I have checked. But I'm not giving up on life yet, I'm still out here trying. And for me to try and get help from a country that's supposed to have a heart, they must have had a heart attack. I will be 24 years old in July and 150 days of my life (the time I spent in the service) is ruining my entire life just because I could not adjust to military life. Now I ask you is this fair and is there anything that can be done or better yet is there anything that you can do to help me. My family is not rich or middle class, we're black and poor. I was born and raised in Harlem and I'm still there. I have managed to keep my civilian record immaculate for almost 24 years now in spite of my environment.. But it seems that my record doesn't mean a thing. This society does more for drug addicts and people who has been in prisons than they will do to help me. I was reading about a man the other day who is now serving time in a South Carolina jail and is permitted to leave jail from time to time to pursue a career in boxing. Not only does he have a chance to become heavyweight champion of the United States of America but of the whole world. All I want is a position with the city (mainly the fire department) or government so I can make a decent salary to support myself and my family. I was not able to adjust to military life, but I can help in other ways and I really want to, I want the chance to be able to try.

Sincerely,

____

New York

(Written on Back of ERC Inquirer Questionnaire)

Your organization is of no assistance or value to ex-servicemen because of the following reasons:

1. You expect servicemen to show outstanding conduct for 3 years after leaving the service. How can a serviceman obtain a position with a "less-than-honorable discharge" because all employers, both governmental and private, ask on application blanks about the type of discharge, and reason for discharge.

2. Why should an ex-serviceman go to the police and disclose his "less-than-honorable discharge" when governmental, and private employers ask about type of discharge received, and will inquire of the police for this information, resulting in loss of employment? Volunteering this information to the police will result in further dissemination of the type of discharge to other governmental agencies, and private employers also.

3. How can an ex-serviceman go to an employer to whom he may have lied originally on his employment application about the type of discharge he received, in order to obtain the position, and then be expected to go back to that employer later and ask for a good conduct reference?

4. My discharge was for alleged homosexuality. The Federal government discriminates against homosexuals and, consequently, other governmental agencies, and private employers do likewise. As an example, I applied for a position with a firm that had a Federal government contract. The application for employment asked about the type of discharge, and reason for discharge. I did not want to lie, so I stated "less-than-honorable discharge" "because of alleged homosexuality." I was not accepted for the position, because I could not get a "security clearance."

5. Further damage is done by volunteering the "less-than-honorable discharge" information to the United States, State, and Local governmental employment agencies, who will pass this information along to both governmental and private employers, when inquiry is made about the serviceman, thus resulting in further dissemination of this type of discharge,and subsequent unemployment.

   To the ex-serviceman with a "less-than-honorable discharge", you should concentrate on reviewing and upgrading these discharges to either "honorable", or "under honorable conditions." Perhaps you should work in conjunction with the military Discharge Review Boards, and the Board for Correction of Military Records. (I applied twice to the Navy Discharge Review Board, and also to the Navy Board for Correction of Naval Records. In all 3 cases, my application to have my "less-than-honorable discharge" upgraded to honorable, or under honorable conditions was denied.)

In my case, the "less-than-honorable discharge" is considered "Under Dishonorable Conditions." As a result, I am also denied ALL U. S. Veterans' benefits, rights, and privileges (after 11 years of honorable, faithful service).

(Written on Back of ERC Inquirer Questionnaire)

Character Reference Forms required notarization which the people felt was necessary and therefore did not want to go ahead with the Character Reference. Trying to get an appointment with the Police was like trying to pull an eye tooth. I cannot see why an amended discharge cannot be put into effect, as today there are quite a few ex-servicemen who have been unduly punished over the years for their wrongdoing. I for one feel that an injustice has been put upon these men. While others are getting away with shirking and blaspheming the United States, we the penance doers are being given no alternatives. How long does one have to suffer for what was done years ago? If there is one thing that I abhor, it is being in prison while free. Why can't amnesty be given instead of the OLD RED TAPE being offered. Yes, I've tried to get the ERC papers filled out but to no avail. The people I have as friends I still want as friends, and the employers I had while I worked for them have since went out of business, so there is my dilemma. What are you going to do about it? When you find out, let me know so that maybe I will try and try again.

I want to thank you for being attentive to my answer and hope that in the near future something can be done to remedy the situation.

Thank you again.

(Written on Back of ERC Inquirer Questionnaire)

Since my discharge I have been employed by the same company for 11-1/2 years and have an excellent record. I have been promoted 4 times. I have never had any dealings with the police and have not received so much as a driving violation.

I am married, have no debts and I believe I have been as good as citizen as anyone else in the country.

I see no reason why, because of minor infractions committed when I was nineteen years old, I should have to go about on bended knee pleading with people to attest to my character. If the facts stated in my first paragraphs are not enough testimony to me, then your program is blatently unfair and should be scrapped. At any rate thanks for caring enough to ask.

Sincerely,

New York

Appendix H

ERC HOLDER COMMENTS AND LETTERS

HOLDER COMMENTS

(Showed ERC at state employment office)

Employment office knew nothing of it or any preference. No help.

***

(Never showed ERC)

Afraid to. Nobody knows anything about it.

***

I was given the impression that the ERC was not important, that all were entitled to job or employment help.

***

It has helped in a way of bettering my self respect, but has had little of a practical value.

***

(Used ERC at state employment office)

I did not know it could help me get a job. The State Employment in Trinidad, Colorado tole me it was just like a reference. It did not help me get a job.

He told me this is just a recommendation to get a job, but does not necessarily mean you are going to get a job with it. Because there were no jobs available.

***

(Went to state employment office but didn't use ERC)

It doesn't qualify me as a veteran.

***

"No one knew of my discharge, ERC would be a form of publication of it."

***

(Never used ERC)

Have been afraid of using it because of getting turned down on a job because of it.

***

(Used ERC only when asked about discharge)

I was turned down. I found it was not worth the paper it was printed on.

***

No help to me whatever. It was just like my Dishonorable Discharge.

***

(Showed ERC only when asked about discharge)

Most prospective employers do not have any idea what it's for.

***

(Never used ERC)

I was employed at the time. My employer made it a part of my personal file.

***

Improved my confidence and it definitely helped me at work.

***

(Used ERC only to apply for present position)

The ERC gave me the necessary confidence to step forward to apply for a job.

As far as the employer and normal employer relationship; however, I found that it made no difference.

***

Not many people know about it. I found out when I requested a change of discharge.

***

I believe a clean slate is the best (erase record) where it is not murder or rape. My family and children have had to suffer. I believe nature and circumstance should be considered.
Just let me say I have been terminated from every meaningful job or position in the past 25 years. A suggestion of letter clearing all charges or have paid dept in full is only answer, I believe.

***

I think the program needs more exposure and a booklet published as to what we are and what we are not entitled to. I think there is a lack of knowledge on the recipients' part as to what he is entitled to and a broadening of the benefits would be helpful.

**

You must inform private employers as to what they are (ERC's). The general public has lack of information when interviewing a person who holds the certificate.

ERC is unknown to most of people I approached. The word "rehabilitation" starts people asking questions.

***

I only found out about ERC while reading an AA magazine on alcoholism. I suggest TV or newspaper publicity if obtainable.

***

.At the time of discharge from service give the serviceman a miniature ERC and advise of requirements for making application for same which would be an inducement to live a life to qualify when the time came.

***

I feel the requirements are highly lenient, if anything. I would commend the Department of Labor on its compassion and understanding.

***

Change to minimum of 5 years to prove validity. Make requirements stronger so as to impress the Court of Military Review the value of ERC for any possible re-evaluation on their part towards discharges issued.

***

Ex-servicemen looking for jobs usually end up going to the state employment office. That would be the ideal place to get assistance.

***

The office here don't know anything about it. I had to research everything myself.

***

Local help (state employment office) would be of great help. Correspondence a lengthy procedure when making an error.

ERC HOLDER LETTERS

August 15, 1972

Dear Sir:

It is my understanding that you have been researching the effectiveness of the U. S. Department of Labor's Exemplary Rehabilitation Certificate program. You may recall that you interviewed my supervisor at his office recently.

As far as I can gather from all available information, the Exemplary Rehabilitation Certificate entitles the holder to job placement counseling. It appears that the benefits end there, and that no other veterans' benefits are available to one who was discharged from the service with a bad conduct or dishonorable discharge.

I do not believe that the certificate helped me in any way when it came to applying for my present position as state fish and game warden. I have been told that I was hired on the basis of my post-discharge experience and behavior.

The certificate and a Presidential pardon does not in any way help the holder of a bad conduct discharge to get an educational assistance allowance from the Veterans Administration. I have included a letter sent to President Nixon for your information, but have not as yet received an answer.

In an effort to develop my career potential to its fullest maximum, I have completed 55 semester units of college education during the last year. It is my desire to earn a bachelor of arts degree in environmental studies and a master of arts degree in public administration. As you probably know, the cost of going to college is high, and thus reason for me trying to get an education assistance allowance.

To sum it up, a person who leaves the service with a bad conduct discharge has a long lonely road to hoe. There isn't much help available to him in spite of a certificate program and Presidential pardon. In my case I have been lucky this far--my occupation is enjoyable, challenging and rewarding--but I wonder how many bad conduct dischargeesare left to face total failure, and eventually, a return to some place of confinement.

Perhaps as part of your research work you might recommend that some provision be made that will allow important veterans' benefits to bad conduct and dishonorable dischargees after an adequate showing of rehabilitation.

If you return to California while still working on the certificate study project, I would appreciate meeting with you so that I might be able to help you further.

Sincerely,

____
California

Dear Sir:

The ERC was an exercise in futility for me from the time I got it (Aug 1, '68) to the present date!

You see the NAVY'S, inquitious, socalled, undesirable discharge is a lethal, atomic, 'personnel' bomb, with 'fallout' intended to last the lifetime of the recipient...regardless....

At least in my case this is true; I'm now 60.

By contrast the ERC is a small firecracker and comes with a box of bandaids...intended; 1. To make a small report @...... a hostile State bureau; the bandaids to be used to alleviate minor burns...if so sustained, playing with federal firecrackers, pertaining to 'sinners' who have become 'minor saints' and wish to leave the 'purgatory' of chronic unemployment.

To investigate, debate, explore and get the facts on the UD discharge and the ERC matter, both highly complex, legally, socially and from the point of view of medicine would require a grant of about $50,000,000; the sustained attention of highly distinguished professional people, as well as certain leaders in the House and Senate...with a will of their own to seek the truth in these matters (and let the cards fall where they may!). It should be done.

There can be no doubt that the military will submit many interesting...but highly prejudiced opinions, whether they are asked for or not. For they are the ones who, now, would face censure or worse...were all the facts in thousands of cases brought into the light of day...finally.

Routine investigations by the Senate in the above matters so far have produced little progress in this direction; they did generate much heat, a good deal of 'chit chat' in high places, much winking and hypocracy.

Recently the Senate has been very busy in fields long neglected; perhaps they will 'get around' once again to the matters mentioned above...and this time, go at with a will!

Sincerely,

California

May 29, 1972

Mr. Malcolm R. Lovell, Jr.
Assistant Secretary for Manpower
U.S. Department of Labor
Washington, D.C. 20210

Dear Mr. Lovell:

By way of explanation of question #20, I feel that I must give you the reason behind my refusal to have my present employer questioned.

Approximately five years ago, when I began working for this fine man, I was a patient in a mental institution. He knew all of this and was willing to become a part of my rehabilitation program; however, he did not question my military discharge. Therefore, I did not volunteer the information. I was able to prove myself worthy of this man's confidence and belief in me. I should not like anything to change that at this point.

May I ask, Sir, if the ERC can do anything to help me have my military discharge changed? I believe I want this more than anything else. If you would advise me as to the proper procedure, I would be so very grateful.

Sincerely,

Virginia

June 3, 1972

Dear Sir:

Thank you for sending me the questionnaire. I think its a wonderful idea. I am sorry I can't answer all of the questions. I am working on the same job that I had when I applied for the ERC, so I have not had to use it. But I think it will be a big help to me when I do change jobs. The only thing I used it for was trying to get my discharge changed. Evidently, it did not help there for the Army Board of Correction would not review my case again. Thank you for everything you have done for me, and if I can be of any help in any way, please let me know.

Sincerely,

N.C.

June 15, 1972

Dear Sir:

I hope you don't mind me writing this letter in reference to the questionnaire received for the purpose of evaluating the ERC program. I have forwarded the questionnaire under separate cover included with the questionnaire.

I find I can usually express my opinions of a subject much easier than by answering multiple choice questions if I tell it in my own words. The questionnaire was fine and I am pleased of the interest being taken in the program; however, I think I can explain my personal experience with the ERC better in my own writing.

First, I think the fact that we are given a chance to redeem ourselves is a good thing in itself and could probably happen nowhere but in the U.S.A. From this point of view, the ERC has been a big boost to my self respect and given me the opportunity to prove to my government that while I did some foolish things in the service, I have become a good civilian.

I am now unemployed and I hope that I can put the program to use. My only other time I inquired with the local employment office "about two years" in reference to the program, nobody seemed to know anything about it. This inquiry was made by phone and it may be just that I got the wrong person.

I also took the Civil Service Test for Jr. Federal Assistant. a year ago this month and even though I attached a copy of my ERC, I still had to wait for an investigation by the investigating division, and it was a few months before I was finally given my rating of 75.1, no veteran preference or points allowed. The fact that I had a ERC did not seem to be of much help in this particular case. My Congressman, Lawrence Coughlin, was very helpful in at least contacting the Civil Service on my behalf. As yet, I have not received any notice for a job and I just recently contacted them in reference to keeping my name on the list for another year.

I am going to take the state Civil Service exam also hoping that something might come through there.

In my case being separated in 1946 from the service, I never bring up the fact of my BCD and I find that I am not usually asked for a copy of my discharge. I had this problem during the first few years of so after my discharge and lost a good many opportunities at that time because of my BCD but, of course, they had no ERC program then. I am now 45 and my service time was years ago, and most employers are not concerned about my discharge at this stage of the game.

It would, I feel, be helpful if the need arose to produce my discharge to have the ERC, although I don't think it helped with the Civil Service.

The ERC program is great in its concept, but I feel that it needs more exposure as hardly anyone knows about it, or if they do, just what one is entitled to or not entitled to.

I feel strongly about the ERC program and I would like to see it expanded and get more exposure. There are many vets who are capable of living productive civilian lives and who, like myself, have regretted these foolish and immature acts in the service.

I have lived with the stigma of my BCD for many years and have lost out on some good opportunities because of it, and I'm sure many others have also. While I can make no excuses for myself or anyone who got into trouble in the service, I do feel that if one has proven himself since his separation, he should be given an opportunity to live as productive a life as possible without his past continually throwing up roadblocks.

I appreciate the interest being taken in the program and I hope I can make use of it in my present situation, or perhaps something will come through from the Civil Service in the meantime.

I would appreciate also any booklets or other material that may be available explaining the benefits or services available to me.

In summary, the concept is good but I do feel the benefits of the ERC program are not as they should be, either because of ignorance of the benefits or the need for expansion of them.

Sincerely,

____

Pennsylvania

Dear Sir:

I tried to answer your question to the best of my knowledge. I am glad you send this message to me, hoping it will help others. Your letter brings back memory. I just had to, and I couldn't keep my tears from my eyes. Now I could write a book of my life. You see, I am going to make it short. I was just a plain dum dum thrown around like a baseball.

Yours truly,

____

Mississippi

June 29, 1972

Dear Mr. Lovell, Jr.:

I received your undated letter of May 24, asking for help. I was glad to hear from you, but I would have preferred hearing from the Army, because that's where it all started.

I started this operation because I applied for a New York City hack license. After several tests and months of waiting, I finally received the taxi license, only to have it taken away before I could use it because of my Army discharge. So, since 1947 the Army did a good job of keeping me from getting a job. I would have answered sooner, but as you can see, I had to xerox some of the more recent letters from my file.

After including copies of your questionnaire in my job file, it is now two inches thick. I am thinking of writing a book. What the purpose of the ERC Program is, I will never know. There are untold thousands of drug addicts and convicts in this area that are given high paying jobs and welfare without benefit of any examination. I have taken tests and passed them all, but my discharge kept me from getting the position. What will happen to the 200,000 draft evaders that left the country? Prominent political people want to bring them all back without trying them. Included are a few recent clippings of what honorably discharged veterans are doing. Your questionnaire occasionally refers to the military. Why, I can't seem to figure out. You ask several questions on how to improve or make it easier to get an ERC. I didn't find it difficult. Most of the job applications ask the same questions. The ERC did nothing for me, so I don't see the purpose of it.

The Army had a system of letting a man soldier out in three or six months with an honorable discharge, then he's on even par with anybody. The Army needs guards in this area because they are bombing and burning government parking lots and buildings.

I would only be too happy to keep the Radicals out of Government property.

In closing, I again want to say the Department of Labor has nothing to do with dishonorably discharged vets unless they themselves have jobs for the vets.

I think after 25 years, the Army should see what happened to the vets that were condemned. There might be some interesting stories. If I can be of any more help, please write.

Sincerely,

(New York)

May 26, 1972

Dear Sir:

I filled out the questionnaire which you asked me to and sent it off. However, I do not feel that my own feelings about the ERC which I hold are covered enough in the questions you ask.

I am very proud of being able to show it when the needs arise; however, I find it is not that often. I believe the certificate offsets my military record but not enough to really sway a Board of Review.

I have already experienced this with the Veterans Appeal Board and Veterans Administration. It is a record of one's conduct as a civilian not as a military, and this is why I believe it has no sway with Boards concerned with discharges, etc. I am applying for a job with the Park Service and will, I believe, have to use my Certificate so I hope it stands.

As for the State Employment, they tried for me as I was unemployed for some months, but I don't think the Certificate really meant that much; as a counselor expressed it, "That and a nickel will get you a cup of coffe" and she was the one that suggested I apply.

The job I now hold is in a hospital. I had no need for the Certificate or was I questioned about Military Service.

I hope you are able to make its title and meaning more forceful in areas where it would be needed, and in Military Boards more consideration of same.

I might add that I got my present job from the local paper, not the State Employment.

Sincerely,

New Jersey

To whom it may concern:

Thank you for sending me this form. I tried to answer it truthfully and sincerely as the way I feel about the ERC. There is much to be said about "the dirt that was thrown at me by the U.S." Yes, from the sound of this last statement, I sound rather bitter. However, I am willing to discuss this with a representative if you feel it be necessary. I owe this country nothing after how I found that they can ruin a person. They wouldn't even give me a chance to prove myself to them, only they take the word of a few individuals, and cause another figure of bitterness against the Government. I'm proud to admit that I have nothing to do with politics; therefore, I don't even vote. For what? To put another ________________ in office while they stepped all over me? No way.

I am part of the silent majority who goes about making an honest living; therefore, I owe noone anything. I hope my answering this form will assist you. You tried to help and this is appreciated. But I am sorry I can't say more for the politicians and military.

Thank you.

You could not imagine what I went through to change my discharge. I was lead into one blank wall to another and to no avail. That caused all my efforts to be in vain. I hope my doing this for you is appreciated because I feel I did you justice in answering your inquiry, less to be said about this Government.

May 25, 1972

Malcolm R. Lovell, Jr.
Assistant Secretary for Manpower
Washington, D.C. 20210

Mr. Lovell:

When I applied for my ERC this was only one of numerous steps involved to accomplish my goal.

When I was 17 years old, I did a foolish thing. I was found guilty of a felony and sent to prison.

Then I evaluated myself and I did not like what I was or what I was doing. So I sent off for the necessary forms and I applied for a pardon. I was informed that I needed certain documents before I would be able to apply for a pardon.

At the present time I am finishing my education. I have set a goal and am working toward it. And I find that it isn't that hard to accomplish. Through determination, I will reach my goal. I do not feel that the government or anyone owes me a thing without me working for it.

If at any time my experience or opinion will aid you or anyone that may be applying for a ERC, please feel free to contact me.

Yours in Fire Dedication and Determination.

____
Florida

May 28, 1972

U.S. Department of Labor
Project ERC
300 North Washington Street
Alexandria, Virginia 22324

Gentlemen:

Enclosed please find your copy of the questionnaire which you requested that I fill out and return. This letter is to further explain my position. It, of course, is not programmed for a computer, but it may in some small way prove helpful.

I entered the USAF in 1957 as a very young man who had just had his 17th birthday. I was running from a broken and later fatherless home. While in the USAF I became a medic and from my work reports it would appear that I did a good job as a medic. I needed to serve others so that I could not feel how badly I was hurting. I began to drink more and more and soon was in a prodromal stage of what was later to become a full case of alcoholism. I became involved with some homosexual on the base and was discharged under AFR 35-66 as an "undesirable" and for homosexual association. A young man who had went into the USAF to learn more about himself left with less self-image. In 1959, I left and moved to Long Beach. I was a failure with a bad discharge. I soon found help in the bottom of a bottle. In 1962 I was in prison for armed robbery. I, who has had no criminal record as a child was now doing time in a prison. I became converted to Jesus Christ in prison, came out a high school drop out still, but finished high school in 1966, Jr. college in 1969, college in 1971, and have a M.A. degree given to me in BEHAVIORAL SCIENCE in 1972. God has been good to me. I was pardoned in 1968 and in the year was given your certificate of rehabilitation.

I found out one thing -- few people knew what to do with this certificate. They still do look at me like I have eight heads. I applied to the federal correctional institution and they told me that I was involved with a history of "mental illness" and had -- of course -- a bad discharge. I am saying that even the state employment office did not even view me no differently. I was not given veteran's status. Your certificate did not do anything different for or with my discharge. The workers just looked at me and one another and wondered what to do. Where do we fit this one in?

What I am saying, gentlemen, is that perhaps there are some areas which need to be worked out with the certificate. As for me, I just tell people I am too old for the service. I hide 2 years, 2 months, and 22 days of my life; but show them my prison sentence. As a behavioral scientist, I would very much like to return to the USAF to make good what has happened. Perhaps it is a problem of public knowledge. Can I try to get my discharge changed? I had one attempt while in prison and it was denied.

I do not know if this has been helpful. If it has -- good.

Sincerely yours,

California

Dear Sir:

I would like to say a few things I couldn't put on the form you sent. First of all, this Exemplary Rehabilitation Certificate is what really gave me the drive to put me where I am today. Now I am a married man with three kids to take care of; also I am a man with a Dishonorable Discharge. I made one mistake in the Army and have never made no other one either. But yet I can't vote; no, I have any rights to vote except in my union. But a man can go to a state penitentary for the worst crimes and come out and get their vote rights back after a period of time. Now, I think some things should be improved on this point in ERC program.

But ERC is what really got me the feeling back far as being a man again because before I got it, I was sinking down. Believe me, I also think that local State Employment Offices should be made to try and help guys out like myself with ERC's more better because when after I got my ERC I went there, and nobody seems to care about my problem at all, not anyone knew how to fill out the forms, either. I had to do all this on my own and it was really rough, too. So what I am saying if the people would help out more a man would feel a lot better knowing that he could go and get help when he ever needed it. This is what we all need in this world, that's knowing that somebody cares.

Thank you, sir.

Sincerely,

Ohio

May 30, 1972

Dear Sir:

You wanted to know how the ERC could be more effective for me; well, as for helping me get a job, I don't know because I haven't had to use mine since I received it in 1968 because I haven't been asked for my discharge, but I think it would have helped if I had needed to show it. I had my discharge reviewed in 1968 but the ERC didn't make any difference and I tried to have it reviewed again in 1972 but they wouldn't review it again. And, by the way, I don't have any police record of any kind for the last 18 years and my work record has been good and I sent the Navy Review Board proof of that, but they told me that my record since I got out of the Marine Corps has nothing to do with changing my discharge. I think they are wrong because my record proves that I am not a criminal but they have got me classified as one and they are not going to change that. I tried to enlist in all the branches of the service, but they would not accept me. I have received a form to fill out and send to the Department of Correction of Naval Records, and I'm going to send it to them but I think it is the run around which I have been getting for the last 18 years. So you see, I think the ERC is a good thing as far as someone trying to get a job. But it is not enough, especially for someone like me who is trying to clear up his record. If you people could come up with a certificate of some kind that would help someone like me get my discharge changed or to help get someone back into the military after he has proven himself, then I would say you have accomplished a great deal. Until you can come up with something that is good enough to get a man a job or get him back into the service, these ERC are not worth the paper they are written on.

Sincerely,

Colorado

I work at ________ Bakery. I have been there over eight years. I like my job. I would like to have better job.

After all the years I put in the service during the war, at least they could give me good job.

I spent five years and three days in the Navy. They throw me out because I come back to the ship late. Give me $25.00 and suit.

Appendix I

RULES FOR SCORING OCCUPATIONS OF ERC HOLDERS

RULES FOR SCORING OCCUPATION

Occupation categories are those used by the 1970 Census of Population and Housing. They are as follows:

01 Professional and technical

02 Managerial and administrative

03 Sales

04 Clerical

05 Craftsmen and Foremen

06 Operatives, except transportation

07 Transport equipment operatives

08 Laborers, except farm

09 Service workers, except private household

10 Private household workers

11 Farmers and farm managers

12 Farm laborers and foremen

Occupations were assigned to categories on the basis of the Dictionary of Occupational Titles. However, for categories 05-08 and 11, 12, the Dictionary's categories were not exactly analogous to those of the Census and we developed our own rules for assigning jobs to those categories, as outlined below.

We assessed the job description, given under "Write what you do:", rather than relying primarily on job title in order to assign jobs to categories.

01 Professional and Technical DOT 01-15

Includes, for example, teacher, clergyman, laboratory technician.

02 Managerial and Administrative DOT 16-18

Includes men whose primary responsibility is managerial; includes owner of a business unless it is a very small one.

Examples: service manager of an automobile dealership who supervises 10 men, executive vice president of a transportation company; owner of a grocery store.

03 Sales DOT 25-29

Includes men whose main occupation is selling of any sort, even if they are managers or clerks to some extent.

Examples: insurance salesman, periodical supplier and salesman, hardware store clerk.

04 Clerical DOT 20-24

Includes white collar workers who do not supervise; includes students.

Examples: night auditor of a motel, file clerk, shipping and receiving clerk.

05 Craftsmen and Foremen

Includes those who do highly skilled labor using tools or machines and those who supervise workers; includes journeymen and apprentices who have several years of experience.

Examples: house painter, plumber, automobile mechanic, welder, machinist, electrician.

06 Operatives, except Transportation

Includes occupations involving work with machines and requiring a lower level of skill than category 05.

Examples: fork-lift truck operator, operator of the evaporator in a cheese factory, bulldozer driver, operator of shoe lasting machine.

07 Transport Equipment Operatives

Includes those who operate vehicles for transport of goods or people, but only if driving is the main aspect of the job.

Examples: chauffeur, school bus driver, delivery truck driver.

08 Laborer, except Farm

Includes those who do unskilled or semi-skilled physical labor with their hands or simple tools; includes draftsmen's helpers and beginning apprentices.

Examples: carpenter's helper, longshoreman, road construction worker, truck driver's helper who delivers furniture.

09 Service Workers, except Private Household DOT 31-38

Includes food and beverage preparation and service, lodging workers, recreation workers, janitorial services, protective services, apparel and personal services.

Examples: security officer, custodian, barber, fireman.

10 Private Household Workers - category null

11 Farmers and Farm Managers

Includes those who have responsibility for planning and managing an agricultural operation.

Examples: dairy farmer, landscape gardener.

12 Farm Laborers and Foremen

Includes those who mainly work on a farm but are not responsible for its operation.

Examples: grape picker, sugar cane laborer.

13 Not Working; Failed to give Previous Job

Appendix J

QUESTIONNAIRES AND LETTER USED IN MAIL SURVEYS OF ERC HOLDERS AND INQUIRERS

1. ERC Holder questionnaire with Department of Labor letter
2. ERC Holder questionnaire with Department of Labor letter – Spanish version
3. ERC Inquirer questionnaire and Department of Labor letter

U.S. DEPARTMENT OF LABOR
OFFICE OF THE ASSISTANT SECRETARY FOR MANPOWER
WASHINGTON, D.C. 20210

The Department of Labor is studying the Exemplary Rehabilitation Certificate (ERC) program. You may recall that the Secretary of Labor awards a certificate to ex-servicemen who can show that their conduct has been outstanding for a period of at least three years after discharge from the service. The reason for studying the program is to see how it can be made more effective and useful to you and other ex-servicemen.

Our records show that you have received an Exemplary Rehabilitation Certificate. All individuals who have been awarded this certificate are being contacted for information. Would you please give us the benefit of your experience with your certificate by answering the questions that follow? We hope today you can take a few minutes time to do this.

We appreciate your help. We assure you that your comments will be kept completely confidential.

Sincerely,

MALCOLM R. LOVELL, JR.
Assistant Secretary for Manpower

If your current address is different from the address on the label, please write your correct address below.

____
(Street number or rural route and box)

____
(City) (State) (Zip)

1. **How did you first learn about the Exemplary Rehabilitation Certificate (ERC)? (Mark *one* answer—like this ☒)**

6 0 ☐ Friend or relative
1 ☐ State Employment Office
2 ☐ A lawyer
3 ☐ Military officer or NCO
4 ☐ Red Cross
5 ☐ Veterans organization (AmVET, DAV, VFW, others)
6 ☐ U.S. Veterans Administration
7 ☐ Congressman or Senator
8 ☐ Newspaper or magazine
9 ☐ Other ______________________
(write in)

2. **Who helped you to fill out the forms and to get the statements needed for the ERC? (Mark *all* answers that apply to you)**

8 ☐ Nobody helped me
9 ☐ A friend or relative
10 ☐ My employer
11 ☐ A lawyer
12 ☐ State Employment Office Counselor
13 ☐ Red Cross worker
14 ☐ Veterans Organization representative (AmVET, DAV, VFW, and others)
15 ☐ U.S. Veterans Administration counselor
16 ☐ Other ______________________
(write in)

3. **Why did you happen to apply for an ERC?**

17 ☐ To help me get the job I wanted
18 ☐ As proof of my good conduct that could be shown to the military discharge review board
19 ☐ So I could get special help from the State Employment Office
20 ☐ So I could get a job with the government
21 ☐ Just for my own personal satisfaction
22 ☐ For reasons not listed above ______________________
____
(write in)

4. **When you first applied for the ERC, were you married?**

23 1 ☐ Yes
2 ☐ No

5. **When you *first heard* of the ERC, what did you think it could do for you? (Check *any* that apply.)**

24 ☐ Change my military discharge
25 ☐ Give me veterans benefits, such as G.I. Bill
26 ☐ Give me veterans preference at the State Employment Office
27 ☐ Qualify me for special job help at the State Employment Office

6. ***After* getting your ERC, did you ever go to a State Employment Office (public employment office) for help in finding a job?**

28 1 ☐ Yes
2 ☐ No

7. **If you *did go to a State Employment Office* for help, did you use your ERC?**

29 1 ☐ Yes
2 ☐ No If no, why didn't you use your ERC?
30 ______________________
(write reason)
____

☐ I have never been to a State Employment Office since getting my ERC

8. **If you *went to* a State Employment Office and *showed your ERC*, what happened?**

31 1 ☐ I got help
2 ☐ I didn't get help
3 ☐ I didn't use my ERC at a State Employment Office

9. **If you *showed* your ERC at a State Employment Office *and got help*, check *all* the kinds of help you got at this employment office.**

32 ☐ Help in finding out the kind of work I can do best
33 ☐ Help in getting job training
34 ☐ Advice on how to explain my military discharge to employers and others
35 ☐ Advice on where to go for help with personal problems
36 ☐ Names and addresses of employers with job openings
37 ☐ Help in contacting employers for interviews
38 1 ☐ I did not use my ERC at an employment office
38 2 ☐ I didn't get help

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1 ☐ State Employment Office
2 ☐ A lawyer
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6 ☐ U.S. Veterans Administration
7 ☐ Congressman or Senator
8 ☐ Newspaper or magazine
9 ☐ Other ______________________
(write in)

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20 ☐ So I could get a job with the government
21 ☐ Just for my own personal satisfaction
22 ☐ For reasons not listed above ______________________
____
(write in)

4. **When you first applied for the ERC, were you [illegible]?**

23 1 ☐ Yes
2 ☐ No

5. **When you *first heard* of the ERC, what did you think it could do for you? (Check *any* that apply.)**

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____

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36 ☐ Names and addresses of employers with job openings
37 ☐ Help in contacting employers for interviews
38 1 ☐ I did not use my ERC at an employment office
39 2 ☐ I didn't get help

DO NOT FILM THIS PAGE

10. **If you have used your ERC at a State Employment Office within the last year and a half (since January 1971), please write the address of the office you went to in the space below. (If you cannot remember the street address, just give the city and state.)**

____
(Street address of State Employment Office)

____
(City) (State)

11. **When applying directly to a person or company for a job, how often have you shown your Exemplary Rehabilitation Certificate?**

39 1 ☐ Always
2 ☐ Only when asked about my discharge
3 ☐ Never

12. **If you have *not* used your ERC when applying for a job, why not?**

40 ☐ I didn't think it would help me
41 ☐ I didn't want them to know what kind of discharge I have
42 ☐ Other reason: ________________________
____
____

43 ☐ This question doesn't apply to me, I have used my ERC

13. **When you *have* used your ERC when applying for a job, do you think it helped you?**

44 1 ☐ I think the ERC helped me
2 ☐ I think the ERC hurt me
3 ☐ I think the ERC made no difference
4 ☐ I have never shown my ERC to employers

14. **Mark below *all* the ways that having an ERC has actually helped you. (Check *all* that apply to you.)**

45 ☐ Getting job interviews
46 ☐ Getting jobs
47 ☐ Getting job training
48 ☐ Supporting request for change of discharge
49 ☐ Other benefits of ERC? ________________________________

50 ☐ The ERC has been of no help to me

15. **What, if anything, do you think should be done to improve ways of letting people know about the Exemplary Rehabilitation Certificate program? (Mark more than one answer if you want.)**

51 ☐ Improve ways of making ex-servicemen aware of the ERC program
52 ☐ Improve kinds of information given to ex-servicemen who might be interested in an ERC
53 ☐ Change the name of the certificate
Write comments on items you checked
54 above ________________________________
____
____
____

16. **What changes, if any, do you think should be made in the requirements for the ERC?**

55 ☐ Change the required 3 year waiting period
56 ☐ Change the required reference from your last employer
57 ☐ Change the requirement of fingerprinting and a reference from the police
58 ☐ Change the requirement of 5 character references
Write comments on items you checked above:
59 ________________________________
____
____
____

17. **What changes, if any, should be made to help ex-servicemen who are applying for an ERC? (Mark more than one answer if you want.)**

60 ☐ Change the instructions for completing the application for the ERC
61 ☐ Have local State Employment Offices provide any help needed for completing the ERC application forms
62 ☐ Issue Exemplary Rehabilitation Certificates from State Employment Offices (instead of from Washington, D.C.)
63 ☐ Improve help given to people writing to Washington about the ERC program
Write comments on items you checked above:
64 ________________________________
____
____

(Please see next page)

18. **Please tell us here what you would like the Exemplary Rehabilitation Certificate to do for you:**

65-66 ____

____

____

19. **What kind of work do you do now?** *Look at example below before you answer* **(If now unemployed, describe your last job.)**

67-68

EXAMPLE

Your job title: SUPERMARKET CHECKER

Write what you do: I OPERATE THE CASH REGISTER AT THE CHECKOUT COUNTER, BAG-GROCERIES, AND PUT UP STOCK

Your job title: ________________________________

____

Write what you do: ____________________________

____

____

____

20. **If you used your ERC in the interview to get your present job, may we speak to your employer to see if the ERC was important to him in hiring you? (WE WILL NOT SPEAK TO YOUR EMPLOYER UNLESS YOU ANSWER YES.)**

☐ Yes, you may speak to my employer
☐ No, please do not speak to my employer

If yes, what is his name and address at work?

____
(name of employer)

____
(work address)

____
(city) (state)

21. **What is your age?**

69-70 ______________

22. **What is your race?**

71
1 ☐ White
2 ☐ Black
3 ☐ Spanish-American
4 ☐ Oriental
5 ☐ Other

23. **How much school have you completed?**

72
1 ☐ Less than 8th grade
2 ☐ Less than 12th grade
3 ☐ High school graduate
4 ☐ Went to college but did not finish 4 years
5 ☐ Graduated from 4 year college

24. **What year did you leave military service?**

73-74 ______________
(write year)

Thank you for answering these questions. Please put this in the envelope and mail it.

U.S. DEPARTMENT OF LABOR
OFFICE OF THE ASSISTANT SECRETARY FOR MANPOWER
WASHINGTON, D.C. 20210

HAY UNA TRADUCCION DE ESTA CARTA EN LA PROXIMA PAGINA

The Department of Labor is studying the Exemplary Rehabilitation Certificate (ERC) program. You may recall that the Secretary of Labor awards a certificate to ex-servicemen who can show that their conduct has been outstanding for a period of at least three years after discharge from the service. The reason for studying the program is to see how it can be made more effective and useful to you and other ex-servicemen.

Our records show that you have received an Exemplary Rehabilitation Certificate. All individuals who have been awarded this certificate are being contacted for information. Would you please give us the benefit of your experience with your certificate by answering the questions that follow? We hope today you can take a few minutes time to do this.

We appreciate your help. We assure you that your comments will be kept completely confidential.

Sincerely,

Malcolm R Lovell, Jr.

MALCOLM R. LOVELL, JR.
Assistant Secretary for Manpower

P.D. Recientemente se le envió una carta a Ud. del Secretario Lovell. La carta tenía un cuestionario acerca del Certificado de Rehabilitación Ejemplar. Todavía no hemos recibido el cuestionario devuelto. Estamos pendientes de recibirlo porque sus respuestas serán de mucho valor al Departamento de Labor.

En esta ocasión le estamos enviando un cuestionario en español el cual esperamos le sea más fácil llenar. Favor de llenarlo lo más antes posible y mandarlo a nosotros en el sobre provisto. Favor de contestar las preguntas en español.

U.S. DEPARTMENT OF LABOR
OFFICE OF THE ASSISTANT SECRETARY FOR MANPOWER
WASHINGTON, D.C. 20210

El Departamento de Labor está estudiando el programa del Certificado de Rehabilitación Ejemplar (CRE). Quizás Ud. recuerde que el Secretario de Labor otorga un certificado a ex soldados quienes pueden demostrar que su conducta ha sido sobresaliente por un período de por lo menos tres años después de haber terminado su servicio militar. La razón por el estudio de este programa es para ver como el certificado puede ser más efectivo y útil a Ud. y a otros que están en su misma condición.

Nuestros registros indican que Ud. recibió un Certificado de Rehabilitación Ejemplar. Todos los individuos quines poseen este certificado recibirán esta carta pidiendo información. ¿Podría Ud. darnos el beneficio de su experiencia con su certificado contestando las preguntas siguientes? Esperamos que hoy día tome algunos momentos de su tiempo para hacerlo.

Apreciamos su ayuda. Le aseguramos que sus comentarios se quedarán completamente confidenciales.

Sinceramente,

MALCOLM R. LOVELL, JR.
Assistant Secretary for Manpower

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En esta ocasión le estamos enviando un cuestionario en español el cual esperamos le sea más fácil llenar. Favor de llenarlo lo más antes posible y mandarlo a nosotros en el sobre provisto. Favor de contestar las preguntas en español.

1. ¿Cómo se vino a dar cuenta Ud. por primera vez acerca del (Exemplary Rehabilitation Certificate) Certificado de Rehabilitación Ejemplar? (Marque una sola respuesta así -- ☒)

6 0 ☐ Amigo o pariente
1 ☐ Oficina de empleo del estado
2 ☐ Un abogado
3 ☐ Jefe del ejército o jefe no comisionado
4 ☐ La Cruz Roja
5 ☐ Organización de veteranos (AmVET, DAV, VFW, otras)
6 ☐ Administración de Veteranos de los Estados Unidos
7 ☐ Representante a la Cámara o el Comisionado
8 ☐ Periódico o revista
9 ☐ Otro: ______________________________(Descríbalo)

2. ¿Quién le ayudó a llenar las formas y obtener las declaraciones necesarias para el CRE? (Marque todas las respuestas que le aplican)

8 ☐ Nadie me ayudó
9 ☐ Un amigo o pariente
10 ☐ Mi patrón
11 ☐ Un abogado
12 ☐ Un consejero de la oficina de empleo del estado
13 ☐ Trabajador de la Cruz Roja
14 ☐ Representante de una organización de veteranos (AmVET, DAV, VFW, otras)
15 ☐ Consejero de la Administración de Veteranos de los Estados Unidos
16 ☐ Otro: ______________________________
(Descríbalo)

3. ¿Por qué aplicó para el CRE?

17 ☐ Para ayudarme a obtener el empleo que quería
18 ☐ Como prueba de mi buena conducta que podría ser mostrada a la junta revisora militar (military discharge review board)
19 ☐ Para así poder recibir ayuda especial de la oficina de empleo del estado
20 ☐ Para así poder obtener un empleo con el gobierno
21 ☐ Solamente por mi satisfacción personal
22 ☐ Por razones no mencionadas arriba: ______________________________
(Descríbalas)
____

4. ¿Estaba Ud. casado cuando aplicó para el CRE?

23 1 ☐ Sí
2 ☐ No

5. ¿Qué pensó que el certificado le podría hacer cuando oyó por primera vez de él? (Marque cualquiera que se aplica)

24 ☐ Cambiar mi licencia absoluta militar (military discharge)
25 ☐ Darme beneficios veteranos como G.I. Bill
26 ☐ Darme preferencia en la oficina de empleo del estado
27 ☐ Calificarme para ayuda especial en cuanto a trabajo a la oficina de empleo del estado

6. ¿Fue Ud. a la oficina de empleo del estado para que le ayudaran a encontrar un empleo después de recibir su CRE?

28 1 ☐ Sí
2 ☐ No

7. ¿Usó Ud. su CRE si fue en busca de ayuda a la oficina de empleo del estado?

29 1 ☐ Sí
2 ☐ No Si no, ¿por qué no usó su CRE? ____________________
____

30 ☐ Yo no he visitado una oficina de empleo del estado depués de haber recibido mi CRE

8. Si Ud. visitó la oficina de empleo del estado y mostró su CRE, ¿qué paso?

31 1 ☐ Recibí ayuda
2 ☐ No, no recibí ayuda
3 ☐ No, no mostré mi CRE en la oficina de empleo del estado

9. Si mostró su CRE en la oficina de empleo del estado y recibió ayuda, indique cada forma de ayuda que recibió en esa oficina de empleo.

32 ☐ Ayuda para encontrar la clase de trabajo que mejor hago
33 ☐ Ayuda para obtener entrenamiento de empleo
34 ☐ Consejos en como poder explicar mi licencia absoluta militar a patrones y otros
35 ☐ Nombres y direcciones de patrones con vacantes de empleo
36 ☐ Ayuda para ponerme en contacto con patrones para entrevistas
37 ☐ No usé mi CRE en una oficina de empleo del estado
38 ☐ No recibí ayuda

10. Si ha usado su CRE en una oficina de empleo del estado dentro del último año y medio (desde enero de 1971), favor de escribir en el espacio abajo la dirección de dicha oficina en donde asistió. (Si no recuerda la dirección exacta, ponga la ciudad y estado no más.)

____
(Dirección) (Ciudad) (Estado)

11. Al aplicar directamente a una persona o compañía para un empleo, ¿cuántas veces ha mostrado su Certificado de Rehabilitación Ejemplar?

39 1 ☐ Siempre
2 ☐ Solamente cuando me preguntan acerca de mi licencia absoluta militar (military discharge)
3 ☐ Nunca

12. Si no ha usado su CRE al aplicar para un empleo, ¿por qué no?

40 ☐ Pensaba que no me ayudaría
41 ☐ No quería que ellos supieran de mi clase de licencia absoluta militar (military discharge)
42 ☐ Otra razón: ______________________________

____

____

43 ☐ La pregunta no se refiere a mí; he usado mi CRE

13. Cuando usó su CRE al aplicar para un empleo, ¿pensaba que le ayudó?

44 1 ☐ Pensaba que el CRE me ayudó
2 ☐ Pensaba que el CRE mi hizo daño
3 ☐ Pensaba que el CRE no hizo diferencia
4 ☐ Jamás he demostrado mi CRE a patrones

14. Marque abajo todas las formas las cuales el tener el CRE le ha ayudado. (Marque todas las respuestas que se refieren a Ud.)

45 ☐ Obtener entrevistas de empleo
46 ☐ Obtener empleos
47 ☐ Obtener entrenamiento de empleo
48 ☐ Contribuir a mi petición de cambio de mi licencia absoluta military (military discharge)
49 ☐ Otro beneficio del CRE: ______________________________

____

50 ☐ El CRE no ha sido de valor alguno para mí

15. ¿Qué piensa Ud. se debería de hacer para mejorar las formas de dar a conocer a la gente del programa del Certificado de Rehabilitación? (Se puede marcar una, dos, tres o ninguna respuesta)

51 ☐ Mejorar las formas de dar cuenta a ex soldados del CRE
52 ☐ Mejorar la clase de información dada a los ex soldados quienes podrían estar interesados en el CRE
53 ☐ Cambiar el nombre del certificado

54 Escriba sus comentarios correspondientes a cada respuesta:

____

____

16. ¿Qué piensa Ud. se debería de cambiar para mejorar los requisitos del CRE? (Se puede marcar una, dos, tres o ninguna respuesta)

55 ☐ Cambiar el período de espera de tres años
56 ☐ Cambiar la referencia requirida de su último patrón
57 ☐ Cambiar el requisito de tomar las huellas digitales y la referencia de la policía
58 ☐ Cambiar el requisito de cinco referencias de carácter

59 Escriba sus comentarios correspondientes a cada respuesta:

____

____

17. ¿Cuáles cambios piensa Ud. se deberían llevar a cabo para ayudar a ex soldados que aplican para el CRE? (Se puede marcar una, dos, tres o ninguna respuesta)

60 ☐ Cambiar las instrucciones para completar la aplicación
61 ☐ Requirir que la oficina de empleo del estado provea cualquier ayuda necesaria para completar las formas de la aplicación del CRE
62 ☐ Otorgar Certificados de Rehabilitación Ejemplar de las oficinas de empleo del estado (en vez de Washington, D.C.)
63 ☐ Mejorar la ayuda dada a aquellas personas que han escrito a Washington acerca del CRE

64 Escriba sus comentarios correspondientes a cada respuesta:

____

____

18. Favor de decirnos abajo lo que Ud. le gustaría que el Certificado de Rehabilitación Ejemplar hiciera por Ud.

65 66 ______________________________

____

____

19. ¿Qué clase de trabajo hace Ud. ahora? Vea el ejemplo abajo antes de responder. (Si está desempleado, describa su último empleo)

67 68

EJEMPLO

Título de empleo: Vendedor de bebidas

Escriba lo que hace: Manejo un camión por una compañía de bebidas, guardo el libro de cuenta y también superviso un asistente que me acompaña.

Título de empleo: ______________________________

Escriba lo que hace: ______________________________

____

____

____

20. Si Ud. usó su CRE en la entrevista para obtener su empleo actual, ¿nos permitiría hablar con su patrón para ver si el CRE influyó en la decisión de emplearle? (NO HABLAREMOS CON SU PATRON A MENOS QUE UD. CONTESTE AFIRMATIVAMENTE)

☐ Sí, pueden hablar con mi patrón
☐ No, por favor no hablen con mi patrón

Si su respuesta es afirmativa, escriba abajo el nombre de su patrón y el lugar de empleo.

____
(Nombre) (Dirección)

____
(Ciudad) (Estado)

21. ¿Cuál es su edad?

69 70 ____________

22. ¿Cuál es su raza?

71
1 ☐ Blanco
2 ☐ Negro
3 ☐ Americano-hispano
4 ☐ Oriental
5 ☐ Otra: ________________

23. ¿Cuántos años de escuela ha terminado Ud.?

72
1 ☐ Menos del octavo grado
2 ☐ Menos del doce grado
3 ☐ Graduado de escuela superior
4 ☐ He atendido una universidad pero no terminé los cuatro años
5 ☐ Terminé cuatro años de estudios universitarios

24. ¿En qué año terminó su servicio militar?

73 74 ________________________
(Escriba el año aquí)

GRACIAS POR HABER CONTESTADO ESTAS PREGUNTAS. POR FAVOR, META ESTE QUESTIONARIO EN EL SOBRE QUE LE INCLUIMOS Y ECHELO EN EL BUZON MAS CERCANO.

U.S. DEPARTMENT OF LABOR
OFFICE OF THE ASSISTANT SECRETARY FOR MANPOWER
WASHINGTON, D.C. 20210

Dear Ex-Serviceman:

The Department of Labor is studying the Exemplary Rehabilitation Certificate (ERC) program to see how it may be made more useful to you and other ex-servicemen. Our records show that you requested an application for such an ERC some time ago.

As you recall, an Exemplary Rehabilitation Certificate is given to certain ex-servicemen who show outstanding conduct for 3 years after leaving the service. The ERC application requires references from employers, friends and police.

We are very concerned why some people who ask for applications for an ERC never apply for the certificate. We would like you to let us know, therefore, why you did not complete your application and send it to the Department of Labor.

I didn't fill the Exemplary Rehabilitation Certificate (ERC) application because: (Check __each__ reason that applies to you -- like this ☒)

- ☐ I could have finished the ERC application if I had someone to help me fill out the forms and obtain references.
- ☐ I did not want to ask employers for required references.
- ☐ I did not want to ask for character references from people who know me.
- ☐ I couldn't locate 5 people to give character references.
- ☐ I did not want to go to the police for a reference.
- ☐ I had been out of the Service less than the required 3 years.
- ☐ I felt I would have little chance of getting an ERC.
- ☐ I can get the job I want without an ERC.
- ☐ I found out that the ERC wouldn't change my discharge.
- ☐ Other reasons. (Please write in): ____________________

____

____

Thank you for your help. Please put this in the enclosed envelope and drop it in a mailbox. (You don't need to put a stamp on it.)

Sincerely,

MALCOLM R. LOVELL, JR.
Assistant Secretary for Manpower

Appendix J

QUESTIONNAIRES AND LETTER USED IN MAIL SURVEYS OF ERC HOLDERS AND INQUIRERS

1. ERC Holder questionnaire with Department of Labor letter
2. ERC Holder questionnaire with Department of Labor letter – Spanish version
3. ERC Inquirer questionnaire and Department of Labor letter

OUTLINE FOR INTERVIEW WITH EMPLOYERS -- PROJECT ERC

1. Purpose of interview -- repeat contents of letter sent to employer.
   SHOW ERC.

2. Military discharge and employment with company:

   What information about military discharge is obtained during application for job? Do you ask for DD 214?

   How does the kind of military discharge affect chances of employment with your company? Does the effect of the military discharge depend on type of job for which the person is applying?
   GIVE RATING SHEET.

   Besides military discharge, what other checks are made with the applicants -- e.g., police record, previous employers?

3. Reactions to ERC:

   Rating of ERC and employment.
   SHOW ERC INFORMATION SHEET.

   What questions do you have about the ERC?

   Have you ever heard about the ERC?

4. Effect of ERC on employment of particular individual:

   (a) What kinds of checks are usually made before hiring a man for this position?
   (b) Have any men with less than honorable discharge been hired for this type of job in your company?
   (c) Is there any personnel record of his ERC and his type of discharge?
   (d) What effect do you think the ERC had on Mr. ________ being hired? Would you have hired him if he didn't have an ERC? Has his ERC had any effect on his retention or advancement? What is evidence of ERC's effect?

5. What could be done to make ERC more effective with employers?

PROBES: publicity to employers; information accompanying ERC; USES and employers; veterans organizations and employers; role of NAB.

OUTLINE OF INFORMATION TO BE COLLECTED AT STATE EMPLOYMENT OFFICES (SES) FOR PROJECT ERC

1. Experience of SES office with ERC program, since January 1971

   (a) Number of ERC holders visiting office
   (b) Inquiries and help with ERC application

      1. How many copies of ERC information sheet have been distributed? Are any available at present in office?

      2. Number and nature of questions about ERC program received in office

      3. Have any men received help from SES personnel with ERC applications?

      4. Have SES personnel suggested that any ex-servicemen apply for an ERC?

2. Familiarity of SES personnel with ERC

   (a) How would a question to the SES office about the ERC be handled

   (b) What personnel are familiar with ERC application? With ERC benefits?

   (c) What information concerning ERC program exists in office for reference by SES personnel?

3. Interpretation of employment benefits of ERC Program by SES personnel (office manager, vet rep)

   (a) What employment help would ERC holder get from SES office? How does this help differ from help without ERC?

   (b) How can ERC help with employers?

4. Description of dealings of SES office with ERC holder who reported that he visited specified SES office and showed ERC

   (a) What any records exist of SES contract with this ERC holder?

   (b) Was his status as an ERC holder noted?

   (c) According to the record, what employment help did he receive from SES office?

      determination of aptitudes
      help with job training
      referral to other agencies

list of job openings
help in contacting employers
other help

(d) Evaluation of help received

How adequate was this help considering his experience and his needs?

Is there any reason to believe that the kind of help he received was in any way affected by the fact that he holds an ERC?

5. Recommended changes in ERC program?

(a) What, if anything, do you think should be done to improve ways of letting people know about the ERC program? SES role in publicizing?

(b) What changes, if any, do you think should be made in the requirements for the ERC?

(c) What changes, if any, should be made to help ex-servicemen who are applying for an ERC?

Should SES offices be designated to provide help to applicants?

Should SES offices be designated to issue to ERC?

(d) What changes, if any, should be made in the benefits of the ERC?